

THE EVOLUTION AND SUBSTANCE OF INTEGRATED DEVELOPMENT PLANNING

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DECLARATION

I, the undersigned, hereby declare that the work in this assignment is my own original work and that I have not previously in its entirety or in part submitted it at any university for a degree.

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ABSTRACT

Development planning, or more specifically integrated development planning, has been identified as the most appropriate form of planning to satisfy the wide range of needs of the very diverse populations of South Africa's cities and towns, and to mirror the political and social changes brought about by the advent of democracy.

In this study the evolution of the concept of development planning as well as the present form of integrated development planning in South Africa is looked at. This is complemented with a study of the process itself, as it has materialised in reality in six local governments.

What was found was that an innovative system has come about, culminating in the first cycle of the integrated development planning system. This consists of a number of steps or phases, namely, assessing the current reality, formulating goals and strategies, and ultimately monitoring and reviewing what has been achieved, all guided by a set of predetermined principles and implemented through the municipality's budget. It was found that the process has much potential to plan for real development, allow for authentic public participation and promote sectoral and intergovernmental integration.

OPSOMMING

Ontwikkelingsbeplanning, en meer spesifiek, geïntegreerde ontwikkelingsbeplanning, is geïdentifiseer as die mees toepaslike vorm van beplanning wat die wydlopende behoeftes van Suid-Afrika se stede en dorpe, en sy diverse bevolking suksesvol kan aanspreek. Dit is veral van toepassing om die nuwe politieke en maatskaplike veranderinge, wat deur die instel van demokratiese regering geskep is, te weerspieël.

In die werkstuk is die evolusie van die konsep van ontwikkelingsbeplanning asook die huidige formaat van geïntegreerde ontwikkelingsbeplanning in Suid-Afrika ondersoek. Dit is gemeet deur 'n studie van die verloop van die proses in ses plaaslike besture.

Uit die studie is vasgestel dat 'n innoverende sisteem ontwikkel is, wat geëindig het met die eerste siklus van die proses van geïntegreerde ontwikkelingsbeplanning. Die siklus bestaan uit 'n aantal stappe of fases, soos: beraming van die huidige realiteite, formulering van doelstellings en strategieë, en uiteindelik die monitering en oorsig van wat bereik is. Dit alles word gerig deur 'n stel voorafbepaalde beginsels en geïmplementeer deur die munisipaliteit se begroting. Dit is bevind dat die proses potensiaal het vir beplanning om reële ontwikkeling moontlik te maak, werklike publieke deelname toelaat, en sektorale en inter-regerings integrasie bevorder.

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CHAPTER 1:

INTRODUCTION

1.1 THE PROBLEM

In 1994 when South Africa's first democratically elected government came into power, it inherited a planning system (laws, policies, institutions and practices) that had been shaped by many different governments responding to various problems which they had defined as the most significant of the day. Adding to this, the South African governments in the past had been elected by a minority, thus reflecting minority interests. This has led to a planning system that is complex, fragmented and unequal. This, in turn, has contributed towards the ineffective and inefficient development in South Africa.

The emergence of the first democratic society in 1994 thus brought about many wide reaching changes including some profound changes for planning. These changes have been shaped by the new principles and policies which have emerged from legislation such as the Constitution, Act 108 of 1996 and the Bill of Rights (Chapter 2 of the Constitution), which all brought in themselves a radical societal transformation. The radical change from an oppressive, top-down, technocratic and segregated system to a system that embraces principles such as human rights, participation and accountability has led to a dire need for a new planning system.

Integrated development planning is one such tool that can aid the transformation of the planning system of South Africa. New legislation has been introduced to keep up with the changing needs of South Africa's society. This includes several acts introducing and further developing the concept of integrated development planning. Amongst others the main pieces of legislation have been the Development Facilitation Act (Act 67 of 1995), the Local Government Transition Act (Act 209 of 1993), the Planning and Development Act of the Western Cape (Act 7 of 1999), and the Municipal Systems Bill. Much confusion and uncertainty has surrounded the powerful tools provided by the new legislation as local authorities try to tackle the current problems of development and planning with the new planning system. The system has only been applied for about three years, resulting in varying degrees of success.

Many uncertainties however plague integrated development planning. Issues and problems surrounding policies, laws, institutions and practices are hampering the implementation of the process. This is leading to uncertainties in areas such as what the scope of 'municipal planning' should be, and how the local authority is to fund the process, for example. The need for appropriate and user-friendly legislation is therefore also becoming evident, especially as concepts such as public participation can be wide open to interpretation. Some of the other issues that need to be addressed are the following. Does integrated development planning use effective and efficient planning processes? Is the process flexible enough? Is the public sufficiently involved? Are the projects and programmes 'implementable', and do they affect the target population in the desired manner? Is the type of development that is taking place redistributing resources in the right direction (previously advantaged to the previously disadvantaged)? Is the apartheid city being deconstructed? Is the type of development that comes out of the process sustainable? Are the time frames of the projects and programmes appropriate? Is planning really integrated?

1.2 AIM OF THE STUDY PROJECT

The aim of the study is to analyse the evolution of integrated development planning, especially in South Africa (the concept and the legislation), to study what comprises an integrated development plan, and to try and conclude what role they presently play (and will play) in South Africa. A conclusion will try to be reached as to whether or not integrated development plans in practice have materialised as the legislation envisaged.

1.3 METHOD OF RESEARCH

The study is descriptive in nature and is thus mainly based on a literature study of the various acts, policies and other legislative frameworks that relate to the field of study. This also includes studies of actual integrated development plans and reports surrounding the process. The literature is complemented by exploratory discussions with specialists in the field. The theoretical study will be complemented by a study of the integrated development planning process in a number of Western Cape local governments, as well as a study of the plans produced.

1.4 SEQUENCE OF RESEARCH

Due to the uncertainty surrounding integrated development planning at the local government level as a result of the initiation of this new legislative framework, the evolution of planning in South Africa will first be analysed. This will be done in two sections, the first section, reflected in chapter 2, being the evolution of planning theory in South Africa. Changes such as the move away from modernism to post-modernism will be dealt with in an attempt to understand where the present paradigm in planning came from, why it has taken its present form, and where it is going. Also, because integrated development plans are essentially about 'development', the concept of development will be examined. Once the planning theory behind development plans has been dealt with, it is possible to look at the local situation and the factors that have influenced planning in South Africa. The impact of the introduction of the concept of sustainable development into planning will also be looked at. The aim of the second section, described in chapter 3, on evolution in this field is to trace the evolution of development planning itself in order to gain an understanding of what it is exactly the legislative framework is trying to provide, and how it is experienced in practice.

In chapter 4 the acts that govern the implementation of integrated development plans will be evaluated to try and gain an understanding as to what the legislative framework provides in stipulating what an integrated development plan is. The issues surrounding development plans and related concepts that come out of the legislature will also be uncovered.

Chapter 5 will deal with the actual content of integrated development plans. The theoretical side will first be looked at, which will include what integrated development plans should encompass – in theory. What is happening in reality can then be studied. Chapter 6 will then try and unearth what exactly has come out of the process thus far in terms of concrete development and actual plans. It will look at aspects such as:

- Use of resources
- Methods to integrate social, economic and physical aspects
- The actual processes followed

The study project will finally try and ascertain the future of the integrated development planning process. An explanation of how the system is to be perpetuated will also be put forward.

CHAPTER 2:

THE EVOLUTION IN THE THEORY OF DEVELOPMENT PLANNING

2.1 THE RELEVANCE OF PLANNING THEORY TO THE PROJECT

Planning and development theory have gone through great changes in the past couple of decades. Many new forms of thought have come out of the change away from the rational modernist form of planning to the more chaotic and incremental form of planning that is the well-being movement which is affecting many aspects of society. Another important theory that affects development planning evolves around the principle of "sustainable development". These and surrounding concepts of planning theory will briefly be looked at to ascertain where the present forms of planning have come from. The significance of this is to show how exactly these new thoughts on planning theory are linked to the development of development planning and thus integrated development planning.

2.2 THE CONCEPTS OF PLANNING AND DEVELOPMENT

2.2.1 Introduction

It is necessary at the outset of this study project to define the concepts of "planning" and of "development" in the context within which they will be used. This is because these concepts have in the past meant many different things and have been used to further the interests of various parties, often not with the best interests at heart for those who needed upliftment the most. This is especially true for the term development. It is also necessary to look at these concepts, as there is a need for a frame of reference against which it is possible to analyse planning and development in the integrated development planning process. One needs to know what encompasses, and what should be achieved, through development and planning in order to know whether or not a successful process is being promoted. Does the development benefit those that need it the most, for instance? Conyers and Hill (1992) provide a comprehensive discussion on the theoretical concepts and evolution of planning and development and will be used in the following section.

2.2.2 Definition of integrated development planning

The Department of Constitutional Development defines integrated development planning as:

“A process through which a municipality can establish a development plan for the short, medium and long term” (DCD, 1997: 2).

The essence of this is development planning. A more comprehensive definition comes from the Western Cape Planning and Development Act (No. 7 of 1999). Here, 'development planning' is defined as:

“A strategic and participatory process to integrate economic, sectoral, spatial, social, infrastructural, institutional, fiscal, land reform, transport, environmental, housing, water and other strategies or sectoral plans with a view to the optimal allocation of scarce resources to the various sectors and geographical areas and to supporting the whole of the population in a manner which promotes sustainable growth and equity, with the emphasis on capacity building in poor and marginalised communities.”

From this rather complex definition, it seems as if the ultimate aim of integrated development planning is to "... promote sustainable growth and equity...". In the South African context with its very skewed distribution of wealth, the qualifications of this aim is captured in the words "...with the emphasis on capacity building in poor and marginalised communities." This definition applies to integrated development planning or plans in that they are the actual processes and plans that are involved in the development planning just described. These concepts will be elaborated on at a later stage.

Many terms are used in the study project that cover the same concept. Terms such as integrated development plans and integrated development planning are thus synonymous with terms such as development plans or development planning. It should also be noted that the whole concept is in fact a very extensive system, which involves a process and a plan, each of which is interdependent on the other in order to achieve its goals. All these terms thus refer to the same broad concept.

‘Integrated’ is probably the key to what is different about integrated development planning. Integrated means considering not just one sector, or one group of issues, but rather bringing

together all important sectors, issues and concerns into a whole. It also means bringing together the efforts of national, regional and local government, and at a municipal level, the efforts of individual residents, groups (such as non-governmental organisations and civics), the private sector and other stakeholders, to set goals and work together in a planned way to achieve these goals in the interests of the community and the country as a whole. Such integration requires holistic thinking. Issues and sectors are looked at in relationship to each other, not in isolation. This enables the very best use of resources to achieve development aims (DCD, 1997: 3).

Integrated development planning should enable a municipality to be able to:

- Assess the current situation in the municipal area, including available resources, skills and capabilities.
- Assess the needs of the community.
- Prioritise the needs in order of urgency and importance.
- Set goals to meet the set needs.
- Devise strategies to achieve the goals within a set time frame.
- Develop and implement projects and programmes to achieve key objectives.
- Set targets so that performance can be measured.
- Budget effectively with limited resources.
- Regularly monitor and reassess the development programme and make changes where necessary.

2.2.3 Planning

Conyers and Hill (1993: 3) define planning in general as:

"A continuous process which involves decisions, or choices, about alternative ways of using available resources, with the aim of achieving particular goals at some time in the future."

Resources, which are very often limited, have to somehow be systematically allocated in an equitable and sustainable manner. The main points of this are that planning should provide the techniques to improve the way in which decisions are made to make informed choices about the alternative courses of action to achieve the same goals. The goals are therefore very important

in guiding the planning process. An essential element of planning is to have clear, compatible, realistic and publicly supported goals (to the greatest possible extent). Finally, the time frame element of planning is important. Although the time frames for various plans should differ appropriately. Planning is a continuous process that has to be constantly monitored and reviewed.

Development planning is specifically concerned with promoting sustainable development. The scope of integrated development planning is 'sectoral', that is it includes sectors such as transport, housing, water, education, environment and tourism. This requires the interdisciplinary approach to planning, afforded by an integrated approach.

The spatial level at which integrated development planning occurs should cover an entire area, not just problem areas, as all communities must be involved. Integrated development planning at the operational level is concerned with project and programme planning, sectoral planning and integrated area planning (integrating planning over many smaller areas).

Project and programme planning is fairly simple and involves the planning of specific projects and programmes, which can be taken in isolation from other planning activities (but are usually not). Sectoral planning means planning for a particular part or sector of a municipal or other area's development. It is usually possible to identify the functional sectors according to the division of governmental departments, such as transport, the environment, agriculture or tourism. Integrated area planning is the type of planning with which development planning is mainly concerned. Theoretically, this involves planning for all sectors or types of activities within the planned for area (Conyers and Hill, 1993: 7).

2.2.4 Development

Conyers and Hill (1993: 23) point out that development efforts in the past were mainly concerned with economics. A new concept of development began to materialise that became more concerned with human well-being rather than just the state of the economy.

Development was often measured by terms such as national income, per capita income and average annual rate of growth in national income. The assumption was that economic change had to precede any other form of change and was therefore regarded as the most important factor. This assumption led to the gradual realisation that this concept of development did not

address a variety of social and political problems. These included the breakdown of social and political institutions, which in turn resulted in crime, deprivation, health problems and increasing inequalities between individuals, groups and regions. Problems that related to the physical environment also began to come to the fore.

It was then realised around the mid to late 1970's that a new concept of the state of development was needed. The main feature of the 'new' concept of development was a concern with human well-being rather than just the state of the economy. The purpose of development was therefore to develop people, not things. This concern with people-centred development manifested itself in two ways.

Firstly there was an increase in the concern for the non-economic aspects of development. Development should therefore be conceived and measured in not only economic terms, but also in terms of social well-being, political structures and the quality of the physical environment. The economic aspect concerns production and output and related activities. The social side includes all aspects of development that are not directly related to production or output, but more with the general well-being of individuals or groups of people. The political aspect concerns the distribution of power between different individuals or groups, especially the power to control, or make decisions about, the use of resources. It should also be kept in mind that these three aspects of development are all inextricably related to one another, as well as to the physical environment within which development occurs. The interrelationship between these factors emphasises the concept of the 'integrated' aspect of this concept of development (Conyers and Hill, 1993: 28).

The second manifestation of a people centred concept of development is the concern with the distribution of the benefits of development. The reduction of inequalities between individuals, groups and regions has become an important criterion for measuring development. It has therefore become one of the main goals of development. An outcome of this re-evaluation of the goals of development has been the 'basic needs' approach to development. These basic needs are: consumption goods, basic services, and the right to participate in one's own development. An essential component of this approach is the individual's right to productive employment. Not only does this give the individual an income (and thus goods and services) and personal satisfaction, but it also has direct redistributive implications (Conyers and Hill, 1993: 29).

However, another idea in recent thinking about development is that there is no one model of development to which all countries can aspire. Development may take many forms, and as Goulet (as quoted in Conyers and Hill, 1992:31) says: "the best model of development is the one that any society forges for itself on the anvil of its own specific conditions."

The effort to place greater emphasis on developmental goals such as understanding the social and cultural environment began to be understood not merely as a means of achieving economic goals, but as important objectives in themselves. Policies also began to focus on reducing inequalities. It was realised that the development of the majority was unlikely to occur unless there was a major change in the distribution of economic and political power within the country. That is, a political revolution was deemed as more important than an industrial revolution. South Africa, with its unique political history, is a prime example of this (Conyers and Hill, 1993: 35).

The problem of class structure, notably in the Third World, is closely related to the question of the role of the state in development. For many reasons, including a lack of private entrepreneurship and the desire to bring about rapid social and economic change, the state plays a major role in economic development activities and in the provision of infrastructure and services.

2.2.5 Changes in the approach to development planning

Initially, when the concept of development was seen primarily in terms of the growth and structure of the economy, the traditional methodological approach to planning had, according to Conyers and Hill (1993: 50), four major problems. Firstly the plan was too much of a blueprint for the future. There was too much emphasis on the plan itself and not enough attention was given to its implementation. The plans were often, therefore, not realistic in its objectives and become an end in itself rather than a means for achieving development. Secondly, there was an overemphasis on the medium term, and not enough attention to the short-term management. This led to the third problem, that of excessive rigidity. Plans could not therefore change course at short notice, if needed. Finally, the differences in perspective and inadequate communication between politicians, planners and administrators often led to irrational outcomes because of the differences in the way they approached their joint tasks.

The scope of development planning gradually broadened to include political, social and physical environment considerations as well as economic factors, all of which began to be recognised as important objectives in their own right. Mehmet (1978: 175) points out three changes that have to occur to embrace the integrated approach to planning. Firstly, development policies which provide the framework for planning, have to be changed. Secondly, there have to be changes in the planning techniques used. Concern with the distribution of the benefits, and costs, of development demand a new approach to the assessment of alternative development strategies and policies. For example, industrial developments have to be evaluated along the lines of a number of criteria, not just by their impact on economic or industrial growth, as previously done. Thirdly, changes in the organisation of planning are needed. This involved greater public participation in the planning process so that the social choices reflect the needs and preferences of all social groups.

This has resulted in the new approach to planning, particularly in improving plan implementation. Planning should place less emphasis on the preparation of the actual plan documents and more emphasis on translating plans into guidelines for implementation, especially through improving links between planning and budgeting. Regular monitoring of the progress throughout implementation so that problems can be identified when they arise and plans amended accordingly, has also been recognised.

To be effectively implemented, plans have to take into account the social, economic, political and physical environment in which they are to be implemented. Plans, therefore, have to be realistic when considering the available resources for implementing the plan, especially financial and manpower resources, and the resultant constraints which confront the plan. This also has implications for the type and quality of data required for planning, the manner in which alternative courses of action are identified and appraised, and the role of the planner. All this strengthens the arguments for more public participation in planning (Conyers and Hill, 1993: 52).

The same is true for spatial planning. Integrated development planning therefore bridges the gap between economic development planning and spatial planning.

2.3 MODERNISM AND POST-MODERNISM

2.3.1 Introduction

It is important to understand the influence of the ideas of modernism and post-modernism on planning and development to fully appreciate where the integrated development planning process has come from, and possibly where it is going, for much of the current legislation and strategies advocate post-modern principles.

2.3.2 Modernism

Materialism, rationalism and modernism have been at the centre of the traditions of 'modernity' which have dominated Western thought from the middle of the nineteenth century until late into the twentieth. Modernists assume that by the application of scientific knowledge and reason to human affairs, it would be possible to build, or plan, a better world. It was assumed that in this world, the sum of human happiness and welfare could thus be increased (Healey, 1992:145).

The form of planning which emerged from this train of thought was a type of blueprint planning where the plan itself was the most important aspect of planning. It was assumed that one could predict exactly what would happen in the future. Therefore in the implementation phase, it was simply a matter of adhering to the predetermined plan (Faludi, 1973:131).

Examples of concepts that came out of the modernist planning paradigm would be the town planning scheme or the zoning scheme and the structure plan. Land control and long term planning are the main considerations. Although the many contributions of this era of planning should not be overlooked, this form of planning had many weaknesses. It lacked public participation, flexibility and alternatives. Because development in its broadest sense has become part of the local authorities' agenda over the past couple of years, it was not possible to adhere to this form of planning.

2.3.3 Post-modernism

Harrison (1996) analysed the transition from modernism to post-modernism, and this section will be based on his article. As opposed to the rational comprehensive planning model of modernism which assumes comprehensive knowledge, the predictability of the future and the possibility of value free analysis, post-modernism seeks to deconstruct the assumptions made by this

modernist mode of thinking and rejects the incomplete generalisations made by the limited representations of theories. Post-modernism is thus a challenge to modernism and emphasises ideas such as human consciousness, symbolic meaning, the importance of language, local differences, and cultural and gender diversity, recognising that the world is infinitely complex, multi-textured and chaotic.

The implications for planning have therefore been the new emphasis on aspects such as deregulation, decentralisation, local context, social diversity, mixed land use and so forth. In the 1980's the more flexible and incremental planning style emerged to incorporate post-modernism. It is ironic, therefore, that planning in the post-modern era has come to reject the modernist foundations from which it came. Planning, which essentially came out of the modernist mindset, has had to adapt to the post-modern world.

Harrison concludes by suggesting that the planning system which is needed has to take up post-modernism without losing the essential aspects of modernism, which would make it ineffectual. To do this he proposes that one should not give up the planning enterprise altogether. Rather, the new planning system has to embrace difference, while at the same time preserving a sense of direction and purpose. Post-modern ideas such as diversity of context and relativity of truth must be incorporated into the planning system while at the same time not losing the modernist commitment to such goals as progress, reform and transformation. Also, because in the post-modern world there are no absolute truths, consensus as to "the truth" has to be created through communication and dialogue. A process of negotiation and dialogue in which everyone is allowed to participate is essential in order to find the "public interest".

2.3.4 Influences of post-modernism on local authorities

John (1997) looked at the gradual change from modernism to post-modernism and the far-reaching implications for local government administration. The trends that have had to be dealt with were clearly stated as the following. The first trend is that of decentralisation. This has led to the broadening of the mandate of local authorities as they have taken on more powers and functions. This has given local governments more powers to plan for development in a more comprehensive manner and give more attention to the localised needs of the community. The problem that has arisen from this is that the increase in functions of local authorities has not been matched by a similar increase in funding. This is an issue that needs to be addressed.

Local level planning and initiatives have begun to take the place of the previous top-down national development objectives and government engineered processes. Local flexibility and creativity have now become far more prevalent. This is important in the globalised economy of today, as globalisation tends to see countries as groups of subregional entities. Each of these entities now has to try and capitalise on the strengths and opportunities that they possess.

The role of the state as a provider of services has also changed. The state's role has changed from that of a direct provider to one of an enabler of service delivery. This has resulted from the increased roles placed on local authorities, without the necessary funds. Governments have also, in terms of service delivery, had to begin initiatives in cooperation with the private sector. These range from public-private partnerships to complete privatisation of state assets. This will be elaborated on in the next section when the changing role of government is examined.

The final trend is that of an increase in the acknowledgement of diversity. Diversity of context has led to the increasing encouragement to involve civil society in the affairs of local government. It is hoped that this increased interaction between the government and the community will bring about a better style of governing and service delivery.

2.4 THE CHANGING ROLE OF LOCAL GOVERNMENT IN DEVELOPMENT

2.4.1 The shift in the conceptualisation of local government

Since the basic assumption of integrated development planning is that the state is a key stakeholder in the socio-economic development of its citizens (as described in the definition in section 1.5), and keeping in mind the nature of development that has been dealt with (section 2.2.3), it is important to analyse the shift in the role of the government in order to understand the link between development and local government.

It has been realised that development must be people centred, equitably distributed and environmentally and socially sustainable, and not, as in the past, just a focus on the build up of economic capital. The inclusion of social and ecological capital and "value systems into development programmes has brought about the need for changes in governance at all levels of government. The four types of capital (value systems, economic, social, ecological capital) have to be thoroughly integrated if the sustainability and the equitable distribution of the benefits of development are to be achieved.

At the United Nations International Conference on Governance for Sustainable Growth and Equity in 1997 it was recognised that the need for effective governance, and the attainment of economic and social objectives in developing countries in particular, will depend largely on their local authority's ability to strengthen their governance institutions and processes. The Conference aimed at raising the awareness of the key role played by governments in the attainment of sustainable human development by identifying factors that facilitate or impede good governance. What the Conference in effect provided was a platform on which the redefinition of the role of the state could be exposed and debated (UNDP, 1997:2).

The changing role of the state has been largely due to the replacement of authoritarian regimes with democratically elected market oriented governments. The implications of this on the surface obviously suggest a complete change in the way authorities 'govern'. This leads to the question of how a government can combine the new principles under which it must operate while, at the same time, effectively and efficiently fulfil its functions? The United Nations Development Programme suggests that governance includes the state, but transcends it by taking in the private sector and civil society. All three are critical for sustaining human development. The state creates a political and legal environment that provides a stable framework within which everyone can function. The private sector generates jobs and income, while the civil society facilitates political and social interaction by mobilising groups to participate in economic, social and political activities. Therefore, because each of these sectors has weaknesses and strengths, the objectives of good governance must be to promote constructive interaction among all three (UNDP, 1997:1).

In the past, state intervention to bring about "successful capitalist development" took the form of three areas, namely (Evans et al, 1985:47):

1. The setting of strong normative underpinnings for the market.
2. The provision of collective goods and services.
3. The redistribution of goods because of imperfections of market economy distribution.

In reality, however, this role of the state has not been successful. Although, as global trends indicate, economic growth has increased, the levels of poverty and environmental degradation have in fact risen (Chambers, 1997:2). It can be deducted from this that either the state could

not adequately fulfil its roles, or the roles that were defined were inadequate. A reaction to this, spearheaded by Osborne and Gaebler (1992), was "reinventing government". They propose 10 new roles for government, which are represented in Table 2.1 that examines the roles in terms of the approach required and its intended result.

TABLE 2.1 TEN NEW ROLES FOR GOVERNMENT

ROLE	APPROACH	RESULT
1. Catalytic Government	Steering rather than rowing	Government facilitates problem solving by being a community catalyst.
2. Community - owned Government	Empowering rather than serving	Transfer ownership and control of public services to the community.
3. Competitive Government	Inserting competition into service delivery	Ensuring more responsive and economically efficient services.
4. Mission driven Government	Transforming role-driven organisations	Focus of delivery and budgeting on outcomes increases performance.
5. Results oriented Government	Funding outcomes, not incomes	The financing of government is realised towards the achieving of specific goals, rather than the upholding of a bureaucratic system.
6. Customer driven Government	Meeting the needs of the customer, not the bureaucracy	Values citizens as customers
7. Enterprising Government	Earning rather than spending	Finding innovative ways of service delivery that could generate additional income.
8. Anticipatory Government	Prevention rather than cure	Focus on proactive prevention strategies
9. Decentralised Government	From hierarchy to participation	Encourages shared responsibility and focus
10. Market Oriented Government	Leveraging change through the marketplace	Structures the market in such a way that the private sector has incentives to become involved in aspects such as housing and education.

Source: Adapted from Osborne and Gaebler, 1992: 25-280

Osborne and Gaebler show that government should be more entrepreneurial. They point out, however, that government cannot be totally run like a business because government and business are fundamentally different institutions. Each therefore operates under different incentives. Risks and rewards are viewed differently. Also, the public sector is democratic. If government had to be completely entrepreneurial, democracy would be sacrificed, as government *has* to be transparent.

2.4.2 The change in function of local government

It should be clear that the state is no longer viewed as a predominantly regulatory body, but rather as being actively involved in attempting to improve the lives of its citizens. This shift in conceptualisation of local government constitutes a corresponding shift of the state to being developmental, in the sense of what development has been defined as previously (section 2.2.3). So, although Osborne and Gaebler's conceptualisation of government accurately reflects this shift, what is still missing is the means by which this developmental focus is translated into a practical dimension.

Traditionally, participation and service delivery have been the two processes by which state intervention has taken place (Hanekom, 1988:14). Table 2.2 illustrates an 'integrated model' of what is perceived as the ideal functions of local government (Local Government Management Network, 1997:3).

Bryant and White's (1982:259) observation that local government is strategically situated to make a contribution towards development is clear from Table 2.2. In practice too, this re-orientation allows local government to focus on "poverty alleviation, urban productivity, good governance, participation by civil society, women's rights and land policy issues" (Naiker, 1997:5). Such a developmental function places new demands on local structures. It requires local governments to focus on strategic issues such as: poverty alleviation, and equality, build community capacity to address these issues, negotiate and mediate partnerships for development, and become a customer-oriented institution (Sheng and Mohit, 1997:14). The extent to which has been the case in South Africa will be examined in a later section in this project.

TABLE 2.2 MODEL OF IDEAL LOCAL GOVERNMENT FUNCTIONS

<p><u>The organisation committed to the people</u></p> <ul style="list-style-type: none">• Training and development• Maximising human interaction and Communication• Self evaluation• Team building <p><i>Staff involvement & development</i></p>	<p><u>The government of community</u></p> <ul style="list-style-type: none">• Marketing & customer feedback• Community involvement• Identifying and acquiring resources• Accountability and political sensitivity <p><i>Adaptability & responsiveness</i></p>
<p><i>Stability & control</i></p> <p><u>The well regulated bureaucracy</u></p> <ul style="list-style-type: none">• Controls: finance, procedures and Methods• Formal communication & coordination• Management of information & Documentation	<p><i>Goals & outputs</i></p> <p><u>The producer of services</u></p> <ul style="list-style-type: none">• Productivity & output targets• Quality assurance & effectiveness• Strategy, planning & goal setting

Source: Local Government Management Network (1997:3).

2.5 SUSTAINABLE DEVELOPMENT AND INTEGRATED DEVELOPMENT PLANNING

Since 1980, the concept of sustainable development has been given much attention. 'Sustainable development' as a slogan gained credibility when issues such as the wasteful over-consumption prevalent in wealthy countries, the extent to which environmental destruction is both the cause and the consequence of poverty, and the extent to which the current generations are depriving future generations of the possibility for a satisfying life because of waste, over-consumption and exploding population growth, began to receive world wide attention (Korten, 1992:11).

The Brundtland Commission defined sustainable development as “development that meets the needs of the present generation without compromising the ability of future generations to meet their own needs” (Swanson and Barbier, 1992:28).

The core issues concerned with sustainable development, as identified by the World Commission on Environment and Development are: population and development, food security, species and ecosystems, energy, industry, and the urban challenge. Integrated development planning

attempts to address these issues by pursuing (at least to some extent) the necessary conditions for sustainable development. These conditions are: a political system that secures effective citizen participation in decision making, an economic system that provides for solutions for the tensions arising from disharmonious development, a production system that respects the obligation to preserve the ecological base for development, a system that fosters sustainable patterns of trade and finance, and an administrative system that is flexible and has the capability for self correction (Elliot, 1994: 4).

Another aspect that integrated development planning has to deal with, as Yeld (1991:14) points out, is the dichotomous situation South Africa has, that is, the developed world component alongside the developing world side of South Africa's society, each with their vastly differing priorities. Both ends of the socio-economic spectrum need some form of a management or control system which can combine development and the sustainable use of natural resources.

In 1992, the Department of Environmental Affairs (DEA) in their General Environmental Policy, introduced the principle of integrated environmental management and accepted it as one of the management mechanisms in order to obtain the sustainable utilisation of resources. Integrated environmental management was designed to ensure that environmental consequences of development proposals were understood and adequately considered in the planning process (DEA, 1992: 3). The purpose of the integrated environmental management system was also to resolve or mitigate any negative impacts and to enhance the positive effects of development. It was also accepted that the nature of environmental problems were often derived from differing perceptions and value systems. Therefore, to ensure the application of effective environmental practices that would have long-term benefit for all inhabitants of South Africa, the participation of all interested parties was encouraged in an effort to solve environmental problems.

It could now be argued that the integrated environmental management process has provided a system that could properly deal with or even reflect the requirements and objectives of sustainable development. In a study of the problems and shortcomings in the field of development and conservation in South Africa, Davidson (1985: 25) pointed out why the real links between development and the environment continue to be ignored by both conservationists and developers. The reasons, particularly of relevance to this study project, were the following. Development agencies and their consultants were dominated by economists and engineers who saw the environment not as an opportunity for gain, but rather as a costly restraint upon

development. Integrated environmental management studies were only optional 'add ons' to development proposals, if funds permitted. Other problems, related especially to South Africa, included lack of coordination, insufficient delegation from senior government levels, too much legal freedom for developers, and a lack of public participation.

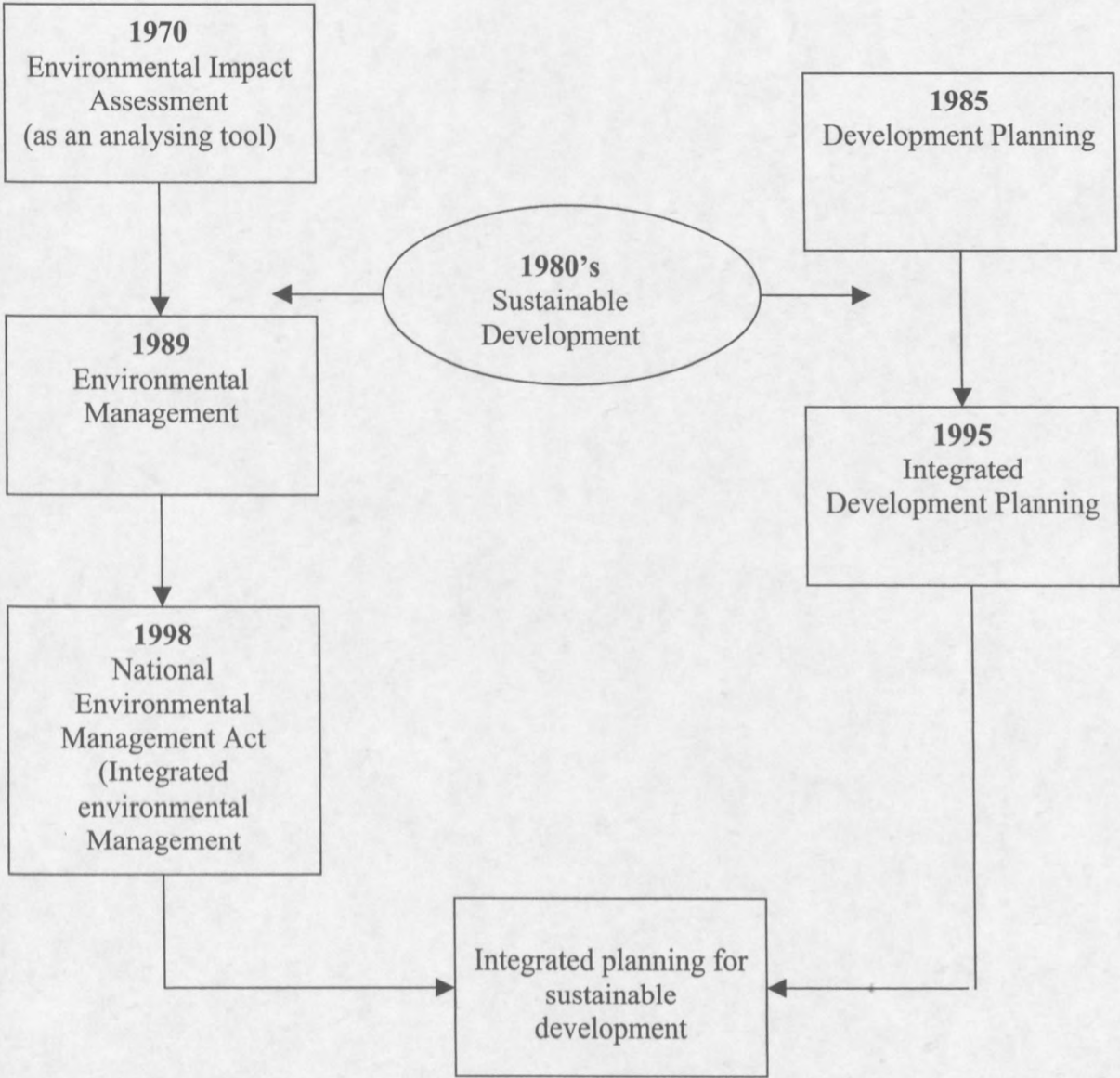
Environmental impact assessments could be seen as providing the new and necessary 'green' way of thinking into the planning process by injecting the badly needed 'preventative spirit' into the planning process, but unfortunately it is not that simple. Besides the fact that environmental impact assessments don't really address the above mentioned issues, they also usually fail to be applied to planning and decision making early enough as major planning decisions on the location, scale, kind and timing of development take place before any environmental impact assessment involvement. Environmental impact assessments are time consuming, costly and conflict prone (Kozlowski and Baranowska-Janota, 1993: 10).

For the first time, integrated development plans provide the professional planning approach with the potential to become environmentally friendly and more sustainable by integrating the new environmental agenda into the planning system, rather than the treatment of environmental issues as merely a topic or subject in plans. Incorporating ecological considerations into the planning process from the outset could reduce the demand for environmental impact assessments and not only help avoid negative impacts and potential conflicts, but also make a marked contribution towards the implementation of sustainable development.

2.6 PUBLIC PARTICIPATION

In South Africa, in the transition from the apartheid, one of the main concerns is the transformation towards participatory democracy. Documents, such as the Constitution (for example, section 152) and the Reconstruction and Development Programme (ANC, 1994: 8) in particular, emphasise the valuable contribution that grassroots participation can and should make. After all, participation is a precondition to empowerment, and thus development. Because it is the local government's mandate to promote integrated development planning, there is a strong need for local government to develop strategies and mechanisms to continually engage with citizens, businesses and community groups. Public participation is the cornerstone of the type of development that is to be planned for. Midgley's (1986) summary on the various positions in this regard will be drawn on for this section.

FIGURE 2.1:
SUSTAINABLE DEVELOPMENT, ENVIRONMENTAL MANAGEMENT AND
INTEGRATED DEVELOPMENT PLANNING.



Integrated development planning is a people-centred process, and so, people are seen, rather than objects of development, as active partners in the process. The United Nation's (1975) popular participation programme, amidst the various manifestations of community development, defined community participation as follows (as quoted in Midgley et al 1986:25):

"participation that requires the voluntary and democratic involvement of people in

- a.) contributing to the development effort,
- b.) sharing equitably in the benefits derived there from, and
- c.) decision making in respect of setting goals, forming policies, and planning and implementing economic and social development programmes".

Ways and means of promoting community participation are important as development efforts are usually aimed at poor and deprived communities who are believed to be passive, disorganised and with little potential for participation. It is important, therefore, to emphasise the catalytic function of local level participatory institutions and the role of community workers in activating participation. Also, procedures for democratic decision-making at the local level and the involvement of the people in these procedures to the extent that they regard them as the normal way of conducting affairs, must be created. To legitimise this, decision making bodies should be fully representative, democratically elected and accountable.

The state has to devolve some degree of power to local political institutions to attain authentic participation by the people. Four models of participation have been constructed by Midgley (1986: 25) to explain the various state responses or attitudes towards community participation.

- The anti-participatory mode. In this mode, the state is not interested in the poor and does not support community participation or social development. It is just interested in furthering the ruling class interests, that is, the accumulation of wealth and concentration of power.
- The manipulative mode. Typically when the state is in this position, a strategy will be used to gain control over the grass roots movements and manipulate them to its own needs. The state will then support community participation, but only to further its own ulterior motives.
- The incremental mode. In this mode, community participation will suffer and local activities or participatory institutions will not be supported effectively because policy measures are typically directed towards the strengthening of the state and the promotion of central planning.

- The participatory mode. This involves real devolution of power in that the state fully approves of community participation and creates mechanisms for effective involvement of local communities in all aspects of development.

Authentic participation obviously requires a participatory response mode by the state. It also needs all three criteria specified by the United Nations definition of community participation, as quoted above.

In a new democracy such as South Africa where the majority of voices were not heard for a long time, the state must make decisive efforts at providing mechanisms through which everybody can have their say. It is crucial that the state establishes these mechanisms when it enjoys such a high degree of legitimacy (compared to the previous dispensation). Democracy must not remain essentially limited to changes in formal structures. Formal institutional changes, such as the introduction of a multi-party system, a parliamentary structure and mechanism of representative democracy, are not sufficient to bring about a functioning democratic system. A functioning participatory democracy requires a relatively strong and articulate civil society, a network of participating institutions at all levels through which social groups can defend their interests, and vertical mechanisms of consultation which allow the local level to defend its interests at a higher level (Stiefel and Wolfe, 1994:199).

The integrated development planning process is very much dependent on the creation of an effective and creative public participation process. The legislature as it stands is very much open to a wide scope of interpretation, which could be detrimental in securing authentic and meaningful community participation. South Africa may have to develop further guidelines to prevent public participation from being used to further the wrong interests or create unsustainable inequitable development.

2.7 CONCLUSION

Manifestations of the advent of post-modernism in local authority affairs have been far reaching. Decision making about planning has become far more democratic. There is an acknowledgement and protection of individual interests and rights. Opportunities have been created for public and community participation.

As the history and the content of the planning system, that is, the integrated development plan, is revealed, it should become clear that post-modernist tenets underlie many of the aspects and innovations brought about by the new system. All the above mentioned issues (decentralisation, globalisation, increased emphasis on the individual and a more entrepreneurial government) have had to be taken into consideration in the formulation of the new local government planning system, especially in terms of being able to effectively plan for development. The extent to which integrated development planning in South Africa fulfils its mandate to provide a form of development in legislative, policy and procedural terms, as described in this section, will be examined in the respective sections of the study project.

CHAPTER 3:

THE EVOLUTION OF DEVELOPMENT PLANNING IN SOUTH AFRICA

3.1 INTRODUCTION

The present planning system that has emerged has had numerous influences in its formation. In South Africa particularly, the political ideologies of each government have had a unique bearing on the planning systems that have evolved. The South African context has thus left the planning system with many issues that have had to be addressed. Therefore to understand the context within which South Africa finds itself, the several milestone periods will be looked at.

3.2 PLANNING FOUNDATIONS – THE CONTEXT

The development of planning law and practice in South Africa from the early 1900's to the end of the apartheid era has been well described in the Draft Green Paper on Planning and Development (DPC, 1999:4-5). Here a few highlights, relevant to this study project, will be excerpted.

In the first half of the twentieth century, up until the Second World War, planning in South Africa was strongly influenced by British experience. Land administration schemes, institutional boards such as the Township Board (the Township Ordinance no. 33 of 1934 of the Cape Province), and the location of planning administration and decision making powers at a provincial level are some of the initial and important land mechanisms that were formulated. This led to a strong provincial influence over planning. There was also an increasing tendency for people to settle in residentially racial lines.

After the end of the Second World War, as part of the post reconstructive efforts, attempts were made to improve the post war poverty levels. New planning approaches were initiated, such as the slum clearance initiatives, mass government housing, job reservation for poor whites and inflexible and unsustainable rural betterment plans. Modernist movement planning practices were also increasingly accepted. Concepts such as the inwardly oriented neighbourhood unit and the dominance of the privately owned vehicle become firmly entrenched in the South African landscape. All these planning notions laid the foundation of apartheid planning.

Planning in response to the racist political ideology of separate development produced increasingly inequitable access to resources, be they economic, social or political, urban or rural, along racial and ethnical lines. This system, based purely upon a political ideology, moved further away from a people centred and environmental ethic.

Post 1985 led to late apartheid reforms. The civic movement and non-governmental organisations began increasing the pressure for change. Developmental needs and urbanisation were being increasingly neglected by the fragmented and unrepresentative municipal planning system. Informal housing became ingrained in the urban context.

3.3 EARLY EFFORTS AT DEVELOPMENT PLANNING

3.3.1 The Venter Report of 1984

In 1984 a commission of enquiry was established to look into Township establishment and related matters. This has become known as the Venter Report. The Commission, amongst other things, was appointed to look at methods to speed up the rate at which housing development could take place. The commission proposed that a hierarchy of plans be implemented to facilitate the timely planning of development at all levels, and for planning to be integrated in a logical manner. Development plans were thus proposed in conjunction with guideline plans. Although these plans were aimed more at land use development, aspects such as the time scale for executing planned projects and a financial budget were important elements which were introduced (Venter Report, 1984:2).

3.3.2 The Land Use Planning Ordinance of the Cape Province (No. 15 of 1985)

The Land Use Planning Ordinance of the Cape Province, influenced by the Venter Report, made mention of development planning in the purpose of a structure plan. The general purpose of a structure plan is given in section 5(1) of the Ordinance, and is:

"to lay down guidelines for the future spatial development of the area to which it relates (including urban renewal, urban design or the preparation of development plans) in such a way as will most effectively promote the order of the area as well as the general welfare of the community concerned".

There is no further mention of development planning in the Ordinance, however. A whole conference, hosted by the South African Institute of Town and Regional Planners, was held in 1987 (Conference on Development Planning, 1987) to discuss the implementation and role of development plans. From the definition given in the ordinance, it is apparent that development plans were aimed more at programming physical development and the establishment of new urban areas. This is confirmed by the paper of Ketelbey (1987:103). It seems as if it was not the aim to incorporate socio-economic development at all into development plans.

3.3.3 Cape Provincial Administration Manual for Structure Planning (CPA 1986)

Development planning was further promoted in the Cape Provincial Administration Manual for Structure Planning (CPA, 1986:19). The goals for development planning are defined as to:

"estimate costs for implementing the structure plans; to determine the feasibility of structure plans; to determine the methods and procedures for structure plan implementation; to obtain feedback to be used in revising structure plans; and to provide information for developers on the future availability and phasing of services installations".

Development plans were therefore, by this description, aimed at implementation. The need for integration of the various sectors was imminent at this stage. Development was still however defined not as socio-economic upliftment, but rather in terms of the establishment of new townships (Ketelbey, 1987:105).

3.3.4 The Natal Town Planning Amendment Ordinance (1985)

The Natal Town Planning Ordinance was amended in 1985 and this amendment made many valuable contributions to the development of the concept of integrated development planning. Froud (1987:12) pointed out that this was done by the furthering of the concept of 'development', the promotion of public involvement in the process of drawing up development plans, and the introduction of strategic planning to manage and create the best possible future.

The Ordinance states that the general purpose of the development plan was the coordinated and harmonious development of the local authority area, to promote health, safety, order,

convenience, general welfare, efficiency and economy. The implications of this have consequently been very far reaching.

Radford (1987:36) described the efforts of the Municipality of Pietermaritzberg to implement development planning based on the Natal Ordinance. According to Radford, Pietermaritzberg saw development in their development plans in a holistic manner, which included three concepts, namely, physical development, economic development and social development, a great step towards the concept of development as described in Chapter 2.

Public participation and private sector involvement in the drawing up of a development plan and the consequential finance and implementation stage was emphasised. It was understood that the public sector could not be solely responsible for the integrated concept of development, and so the role of the private sector in previously only public sector matters was recognised. The private sector referred not only to businesses, but also to citizens, community organisations, and non-profit organisations like hospitals and others outside of the government.

The final major advancement Pietermaritzberg made was the promotion of strategic planning in local authority planning matters. The careful choices that are required to make decisions on the limited resources available to the local authorities need to be made in a structured manner. Strategic planning is thus a creative process for identifying and accomplishing the most important actions in view of the strengths and weaknesses, threats and opportunities, and to manage change and create the best possible solutions for the future. This process closely resembles that of the integrated development process for the obvious reason that integrated development planning is a form of strategic planning. The basic steps of strategic planning are, as the Pietermaritzberg Development Plan proposed, as follows.

1. *Scan the environment* – Identifying the key factors and trends for the future as well as looking at how external factors will influence events
2. *Select key issues* – Based on the above, the most critical issues are chosen based on which have to be resolved.
3. *Set mission statement or goals* – The direction of the development process is established.
4. *External and internal analysis* – A SWOT analysis (strengths, weaknesses, threats and opportunities) of all forces internal and external.

5. *Develop objectives and strategies* – Those that can be achieved with the above mentioned in mind.
6. *Develop implementation plan* – This includes timetables, resources and responsibilities for carrying out actions.
7. *Monitor, update and scan* – Review process once the strategic plan is in place

This form of strategic planning had not yet incorporated other kinds of planning and related activities such as budgeting. It did however help to integrate activities in aligning them with a common purpose. The common sense of direction that guided the plan also gave the community a clearer picture of its own economic shifts.

3.3.5 The failure of development planning

According to the papers read at the South African Institute of Town and Regional Planners Conference of 1987, there certainly was a fairly good idea of what development planning should entail, that is, the relation between the strategic planning and development planning, and the need for an integrated approach. Natal, and specifically Pietermaritzberg, had a clear vision of what should be done.

Efforts in the Cape Province were more oriented towards physical development. This was perhaps because the concept was launched by town planners alone. Also, the incorporation of “development planning” into the Land Use Planning Ordinance was an afterthought prompted by the Venter Report. Fact is that development planning failed hopelessly in the Cape Province. (The present author is not sure if it failed to the same extent in KwaZulu-Natal.) There are many reasons for this failure. The most important perhaps being that it was the idea of planners, and that it did not get the support of all sectors of municipal government. Municipal governments are notorious for their high degree of departmentalisation. Unless integration is accepted by all departments, it cannot work.

3.4 APARTHEID AND CONSEQUENT WEAKNESSES IN THE PLANNING SYSTEM

Apartheid influenced spatial and economic development in South Africa, and successfully embedded the resulting inequality. It is therefore important to take note of the interface of planning and apartheid to be able to ascertain what is now necessary to reconstruct the planning

system. This section will briefly look at the role apartheid played in influencing planning practices in South Africa based on the article of Turok (1994 A). Flaws and general problems in the system which have manifested themselves as a result of apartheid will briefly be looked at. The need to integrate development and involve the public should thus become apparent.

The Group Areas Act of 1950 as well as the supporting legislation such as the General Laws Amendment Act of 1952 brought in by the Nationalist Government, was the most stringent and systematic measure to implement neighbourhood segregation. Planners were thus often seen to demarcate and enforce crude racial zoning patterns within cities, as these apartheid laws had overridden the planning ordinances. Local councils had the function of providing engineering services and were responsible for regulating aspects such as land-use, traffic and recreational facilities. They were not involved in education, social services or economic development.

The advent of the Physical Planning and Resources Development Act (No. 88 of 1967) placed certain aspects of development control in the hands of central government (Louw, 1972). This growing governmental involvement was also prevalent at the local government level: "It can be seen that the system which is the city is controlled not only by its own locally elected body but also by the Province and the Central Government ... the Province not only interferes in the planning and control functions of local authorities, but very largely does away with the two way communication between planners and the community" (Reinecke 1972:121).

This centralised provision of physical services, the ethos of regulation and institutional fragmentation, meant that local government was increasingly unable to plan and manage their towns and cities. There is also a lack of a tradition of collaboration with other public, private or community organisations that could promote forward thinking and the creation of common goals.

The particularly rule-bound town planning procedures needed to implement apartheid, provided little scope for a tradition of a strategic approach to planning. The basic planning process was one of a blueprint approach, with guide plans as a good example. These plans allowed for very little flexibility or alternatives.

Two main aspects involved in planning at present were all but absent then, that is, planning for the natural environment and the local economy. The means did however exist for the

conservation of the natural and cultural environment, such as the “Nature Areas” provided for in the Physical Planning Act of 1967. The accent was generally more on physical development. Also, “green” groups were poorly developed. The only planning involved in economic development was that discouraging local economic initiatives by limiting land zoning in the cities and encouraging decentralisation to the homelands. There was a lack of a positive framework or vision for local authorities, and this resulted in the reactionary approach to many of the problems. The problems that were created, and therefore need to be solved, in the apartheid era can be summarised into four headings, namely, economic costs, social inequalities, public sector inequalities and distorted land use patterns. All these issues have to be addressed in the post apartheid era.

3.5 PRE-1994 NEGOTIATIONS

After the passing of the Interim Measures for Local Government Act in 1991, local negotiations began to take place in the form of forums. These included a fairly wide spectrum of interests, with township civic associations and local branches of political parties involved. The negotiations took place in circumstances of an economic slump, rising unemployment and poverty, and a highly charged political situation. Popular pressure for redistribution measures in the face of institutions that lacked legitimacy, led to numerous agreements being reached (Turok, 1994 B).

These forums, however, lacked the power to affect real transformation. It was only with the advent of the broader based negotiating forums, such as those in Soweto that organised mass rent and rate boycotts, which gave a sense of purpose and urgency to negotiations that had previously been lacking. The financial crisis of the black councils that followed and the town and city wide forums set up to resolve the deadlock, proved to be a powerful weapon in the linking of demands for better services and longer term reconstruction and redistribution across the urban system. The forums worked on ways to rationalise the separate unviable structures, to develop policies to promote the functional integration of their towns and cities, and to encourage large-scale development of infrastructure, housing and community facilities to meet people's basic needs (Turok, 1994 B).

This set the scene for further developments for a much greater involvement of the general public in planning, and the move towards plans based on the principles of equity, integration and

community involvement through a democratic, non-racial local government. The resulting legislation that would implement these new principles in a sustainable manner, as well as help the local authorities develop the technical capabilities and political skills to start the process of integrating divided towns and cities and improve the daily life in the townships, can now be looked at.

3.6 FACTORS THAT INFLUENCED PLANNING IN THE TAKEOFF OF THE POST APARTHEID ERA

There were a number of new acts and policy documents, outside of the planning field, that set the scene, to a large extent, for post apartheid planning and more specifically for development planning.

3.6.1 The Constitution of the Republic of South Africa (Act 108 of 1996)

The new constitution for South Africa, as a result of a massive public participation programme, resulted in more than two million individuals and organisations involved in the drafting process (UNDP, 1997:79). This resulted in the interim Constitution (Act 200 of 1993) and the present Constitution (Act 108 of 1996), which fundamentally altered the legal system of South Africa.

The Constitution provides the primary overarching framework within which local government planning must be conceptualised. It establishes local government as a sphere of government in its own right, which means that it is an integral part of the democratic state, not just a function of national or provincial government. The Bill of Rights in Chapter 2 of the Constitution, is the first shift in policy towards developmental governance in South Africa. The following, which are principles applicable to all organs of the state, are among the rights it guarantees to all citizens:

- Equality (Section 9);
- Human dignity (Section 10);
- A clean environment (Section 24);
- Access to adequate housing (Section 26);
- Access to health care, food, water and social security (Section 27); and
- Basic and adult education (Section 29)

As stated in Section 152 (1) of the Constitution, the objectives of local government must be to provide for:

- Democratic and accountable government for local communities;
- The provision of services in a sustainable manner;
- Promote social and economic development;
- Promote a safe and healthy environment; and
- The encouragement in involvement of communities and community organisations in matters of local government.

The radical move away from the tradition of top-down and technocratic delivery of services to an integrated approach has many obvious implications for the restructuring of local authorities. Municipalities now have to ensure a safe and healthy environment, encourage the involvement of the broad public, and be promoters of social and economic development, which all places a much wider scope of activities on the shoulders of local authorities than ever before.

In section 153 of the Constitution, specific mention is made of the requirements of local authorities. This section requires municipalities to:

- Manage its administration, budgeting and planning process to give priority to the basic needs of the community; and
- Promote social and economic development through participating in provincial and national programmes.

The implications are that local authorities now have to take the indigent into consideration, as well as the broader economic strategies at the national level. This shift which constitutes a change in orientation towards developmental governance, needed to be refined into a definitive plan for implementation. The following are the two main programmes to do just that.

3.6.2 The Reconstruction and Development Programme

The Reconstruction and Development Programme was the hope of the African National Congress to instil faith in the population in the new dispensation after the fall of the apartheid government. It was a very significant programme in a planning sense in that it instilled the new principles of democracy and equity. For the first time socio-economic development had become a responsibility of all levels of government.

The principles on which the Reconstruction and Development Programme focuses, are in stark contrast to the way in which planning was done in the past. The Programme includes principles such as: integration and sustainability, people driven processes, peace and prosperity for all people, strong links between the Reconstruction and Development Programme and development, nation building, and the democratisation of South Africa.

The five key programmes proposed in the Reconstruction and Development Programme also have strong links to the issues that an integrated development plan should address. They are: meeting basic needs, human resource development, promotion of the economy, democratising of the state and society, and the ongoing implementation of the Reconstruction and Development Programme (or in this case, an integrated development plan).

The developmental role of local government is emphasised in the section of the Reconstruction and Development Programme devoted to local government. The role should be one of:

- Integrating areas which were once divided under apartheid,
- Providing and maintaining affordable infrastructure services,
- Strengthening the capacity of local government to provide services,
- Ensuring a more equitable role for women, and
- Encouraging meaningful participation by residents and stakeholders.

It should be clear that looking at these roles which the local authorities have to take on, that some new form of planning system was urgently needed to take on the many new challenges and responsibilities that had now been promulgated as being the local authorities responsibility. Never before had it been the local authorities' duty to incorporate all the people living within its jurisdiction into its plans which were now far more comprehensive than before.

According to Harrison (1996), the Reconstruction and Development Programme failed to deliver on any meaningful scale, however. If one had to look at the Programme in the context of the post-modern environment within which we live, then it would be clear that the Programme was essentially a modernist project. It also reflected the modernist roots of the liberation movement. The need for a development strategy to deal effectively within the post-modern environment thus

became more and more apparent, as the Reconstruction and Development Programme failed to address the vast inequality and much needed development needs of South Africa.

3.6.3 The Growth, Employment and Redistribution Strategy

The Growth, Employment and Redistribution Strategy (RSA: 1996) is a broad economic policy framework that has some important implications for planning, particularly in the following areas:

- Initiatives to enhance the private sector in involvement in development through investment,
- Broader investments in infrastructure,
- More effective local spending and reprioritising of budgets,
- And rationalisation of municipality personnel.

It is evident that that the Growth, Employment and Redistribution Strategy was just a broad national modernist macro-economic policy and did not pay enough attention to real development, especially at the grass roots level. It was only with the advent of development planning that the real issues of development and how it was going to be done, was adequately addressed from a legislative point of view. This will now be dealt with.

3.7 INTERNATIONAL EXPERIENCES

Development planning has been making advancements in planning systems around the world with good examples in the United States of America. An analysis of the planning systems of a few cities in the USA was conducted in 1987 by Claassen (1987: 9-11& 31-35) and provides for an informative study on the earlier experiences of development planning in other parts of the world. Two cities' planning systems will be looked at, namely, the City of Beaumont and the City of Atlanta.

Capital Investment Programmes are a form of planning in the City of Beaumont which is an equivalent of what we know as 'development planning'. This is a required annual programme which includes the estimated costs, time schedules, funding sources and justification of the need for all capital improvements proposed for construction in the next five years. Planning, budgeting and implementation are then all linked. Integration and coordination between all sectors and departments is thus made possible as all the various departments submit their proposed projects to the single Planning Department. The Planning Department can then

transfer the project proposals to computer to arrange them according to function and funding source. A priority rating system can then effectively be applied.

The City of Atlanta has been a leader in the implementation of development planning and the involvement of the public in the planning process. The planning system comprises of a main plan and budget annual cycle, a comprehensive development plan (revised annually), a system of neighbourhood planning units, and an environmental impact assessment system. All of these elements are strategic and integrative in nature and enjoy a high level of public participation.

Four aspects of planning in the United States should be noted. Firstly, there is a high degree of public involvement in the zoning and comprehensive planning system. Secondly, planning is proactive rather than reactive in that the planning system addresses the total socio-economic-physical development of the city through the comprehensive plan. This shows that planning can lead development, rather than being planned by restriction only. Thirdly, there is an emphasis on short term planning, that is, addressing problems on short notice through annually revised development programmes. Finally, the fourth aspect is the changed role of the local government in that it is the responsibility of the municipality to address the socio-economic well-being of its citizens, especially through planning. Planning is not seen as just physical, but rather as socio-economic development, with the physical aspects of planning as the means to achieve this.

3.8 CONCLUSION

The transformation that South Africa has experienced over the past decade and a half has left planning and development with some very challenging demands. Because the issues that need to be addressed are of such a scale, they have to be tackled as quickly and as sensitively as possible. The reactions that have come about since the fall of apartheid (especially the Constitution) have provided a progressive platform from which development planning can begin to deal with these issues. As can be seen with the United States model of development planning, a comprehensive concept of development is promoted.

CHAPTER 4:

THE INTRODUCTION OF INTEGRATED DEVELOPMENT PLANNING

4.1 INTRODUCTION

The post apartheid era began in a vacuum in that the old planning system, which was basically still in force, had been rejected on political grounds. There was no effective alternative system to take its place in an environment that had experienced a relatively sudden transformation from an oppressive government to one of democracy and equity.

The following pieces of legislation are those that led to the formation of the integrated development planning system. They directly affect local government development planning and provide the actual directive for local governments to draw up an integrated development plan. Although the specification of the exact content of integrated development plans is often vague, the need for participation, transparency and socio-economic upliftment through integrated development plans is what is of importance.

4.2 THE DEVELOPMENT FACILITATION ACT (ACT 67 OF 1995)

The Development Facilitation Act was the first effort at reforming the planning system of South Africa under the new dispensation. The old planning system was seen as extraordinarily complex, internally contradictory and incoherent, and was often seen as supporting, or at least implementing a number of racially based laws and ordinances inherited at a national and provincial level. The old system was also seen as holding back development, especially land development, rather than facilitating it (Government Gazette, 1995). The Development Facilitation Act thus sought to address the urgent land delivery needs, which was at the core of the government's stabilisation initiative. The Act was not seen as the sole reformer of the planning system, but rather as a major step in that direction with further fundamental reforms for the planning system envisaged for the future.

The Development Facilitation Act No. 67 of 1995 sets out the principles which should govern national, provincial and local government actions. It was thus the first piece of legislature that was normative in nature in dealing with planning. It also deals with the principles, administrative practices and regulations dealing with land development. It emphasises the need to create socially and economically efficient environments. Due to the fact that changing the existing social and economic status quo requires a restructuring of the underpinning urban form, local authorities have been required to formulate land development objectives (Development Facilitation Act Section 2 (14)).

The subject matter of land development objectives as conceptualised in Section 28 of the Development Facilitation Act, relate firstly to what the municipality wants to do to make the land accessible and that the land is developed with a high standard of services, be they public transport, water, health or education facilities.

Secondly, land development objectives relate to the objectives the municipality wants to achieve through the development of land, as well as the form and growth of development in both urban and rural areas. This relates especially to:

- The integration of poorer areas into the town
- The protection and sustainable use of the environment
- How transport is to be planned for
- The provision of services and infrastructure
- The density of areas to be populated
- The coordination with other municipalities
- Land use control
- The optimal use of natural resources

The third subject of land development objectives is that of development strategies. These strategies should involve the optimal involvement of the economic sector, access to financing and administrative structures for land development.

Land development objectives are legally binding, and thus, bind the decisions of authorities. Every project involving the development of land must be consistent with the land development objectives. This gives an important power to municipalities to influence the way in which

development occurs in the area. Secondly, land development objectives automatically override those parts of any structure plan or guide plan which are not consistent with the land development objectives. This makes it possible for a local government to easily side-step many of the difficulties inherited from the apartheid era. So, the legally binding status of the land development objectives makes it much easier for the municipality to be the leading authority in all matters relating to land development, and in so doing, meet the goals of the integrated development plan more easily.

The land development principles of the Development Facilitation Act as spelt out in section 3 apply to the entire country, and to any act dealing with land development promulgated after the Development Facilitation Act. They also give direction to the administration of any physical plan, transport plan, guide plan, structure plan or zoning scheme. They also guide any decision on land development, which includes subdivision, utilisation and planning of land.

Specific land development principles that are applicable to every municipality can be summarised as follows:

- Local authorities should be developmentally oriented.
- The illegal occupation of land should be discouraged.
- Land development should be efficient and integrated, which can be achieved by the integration of land uses, the creation of job opportunities nearer to residential areas, the maximal use of scarce resources, and redressing apartheid and its legacy.
- Development should be environmentally sustainable.
- Community participation should be central to all land development processes.
- The skills of disadvantaged communities should be developed.
- Laws and procedures should be clear and understandable.
- Should consider development as an urgent matter.

A useful starting place for any municipality at the beginning of a planning process would thus be the above mentioned principles of the Development Facilitation Act. The Western Cape Province has taken a different route to the rest of the country in that it has only adopted Chapter 1 of the Development Facilitation Act (general principles for land development) and has opted for the formulation of a provincial Planning and Development Act in the context of the Development Facilitation Act. Schedule IV of the Western Cape Planning and Development Act

(Act 7 of 1999) contains general planning and development principles similar to those in Chapter 1 of the Development Facilitation Act.

4.3 LOCAL GOVERNMENT TRANSITION ACT (ACT 209 OF 1993)

The Development Facilitation Act did not produce the rapid results that were hoped for, and so further efforts at developing a planning system that would bring about more effective and efficient development planning was sought. The Local Government Transition Act (Act 209 of 1993) was amended in 1996 with the Local Government Transition Second Amendment Act (Act 97 of 1996). This Act introduced a new approach to municipal planning in terms of the requirements that spatial planning should not be undertaken in isolation, but as part of broader socio-economic development planning exercise.

This Act first introduced the concept of the integrated development plan in legislation. It defined an integrated development plan as a plan aimed at the integrated development and management of the area of jurisdiction of the municipality concerned. It should also be compiled taking into consideration the General Principles contained in Chapter 1 of the Development Facilitation Act, 1995 as well as be in accordance with the subject matter of the land development objectives as contemplated in Chapter 4 of that Act (Local Government Transition Act Section 10).

In terms of content, the Act (section 10) stipulates that integrated development plans are plans which:

“addresses the basic needs of its community, promotes social and economic development within its area of jurisdiction and supports the implementation of national and provincial programmes”.

In section 10-G (1), the Local Government Transitional Act specifies that each municipality should:

- Prepare a financial plan in accordance with the integrated development plan
- Regularly monitor and assess its performance against the integrated development plan
- Annually report and receive comment from its community regarding the objectives set out in its integrated development plan.

A municipality shall also, according to section 10-G (3)

- Ensure that the annual budget is in accordance with its integrated development plan
- Compile a capital investment Programme for municipal infrastructure, having regard to the integrated development plan.

A time period of a year, later extended to two years, was prescribed for the implementation of integrated development plans (Section 10 4(b)).

One of the important implications of the Local Government Transition Act is that the budget has to reflect local integrated development plan proposals. This prevents the municipality from merely paying lip service to the developmental goals of the local government. Municipalities are thus legally bound to alter their traditional systems of planning and functioning in order to focus on development. The planning tool used to achieve this is obviously the integrated development plan.

Much of the confusion surrounding integrated development plans in local government spheres arises from the tremendous legislative complexity brought about by various legislatures that requires different plans of one sort or another. The Development Facilitation Act and the Local Government Transition Act oblige the production of land development objectives (in those provinces that have adopted the Development Facilitation Act) and integrated development plans respectively. Many provinces are drafting their own planning legislation. In the Western Cape and KwaZulu-Natal, for instance, proposed provincial legislation are providing for planning processes which differ slightly from what the Development Facilitation Act envisages.

4.4 WHITE PAPER ON LOCAL GOVERNMENT (MARCH 1998)

The White Paper on Local Government emphasises the developmental role that local governments should play. It introduces the concept of "developmental local government", which is defined as: "local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives" (DCD, 1998: 17). It urges local government to ensure that the local economy and social conditions are conducive to the creation of employment opportunities. It goes further to say that in order for effective development planning to be able to take place, coordination, integration and the need for community participation in local government matters, is needed (DCD, 1998: Section B (1)).

To facilitate the local authority's efforts at development, local economic development initiatives are suggested. For local economic development, local government should try and attract investment support, provide small business support, support growth sectors, and ensure that adequate business training is provided. Local government should also aim at coordinating local economic development activities (DCD, 1998: Section 2.3).

Section 3 of the White Paper on Local Government (DCD, 1998) specifically discusses integrated development plans. It says that local authorities should:

- Align all available resources toward development goals
- Integrate local activities
- Be participative in nature
- Prioritise objectives
- Be environmentally sustainable
- Aimed at poverty alleviation
- Be connected to key performance indicators. Key performance indicators are measures of performance that are developed involving the community. Performance management is critical in ensuring that plans are being implemented, that they are having the desired developmental impact and that resources are being used efficiently.

Finally, the paper also elaborates on the role that provincial government should be playing in local government affairs. It says that the role of provinces should one of supporting local government and should draft their own "growth and development strategy" as a provincial development vision for integrated socio-economic development. They should ensure that municipal integrated development plans combine with one another and integrate vertically with provincial growth and development strategy. Provinces must ensure that municipal planning and budgeting gives priority to the needs of the community and to its socio-economic development. Finally, provincial government must ensure that there is coordination between municipalities as well as between the province and local governments (DCD, 1998: 16).

4.5 WESTERN CAPE PLANNING AND DEVELOPMENT ACT (ACT NO. 7 OF 1999)

The Planning and Development Act (Act no. 7 of 1999) of the Western Cape introduces the concept of integrated development frameworks, which it indicates should be prepared by every local authority (Section 4(3)). It stipulates that these integrated development frameworks must be reviewed at least every five years (Section 4(8)).

The Western Cape Planning and Development Act provides for a development process which should be strategic and participatory and integrates the different aspects of planning (Section 2(15)). The development planning process should set out strategies, proposals, guidelines, development objectives and implementation plans (Section 5(1)). This would include integrated development plans, that is, within the development planning process. In support of this, integrated development frameworks must contain detailed sectoral plans that spell out the implications that relate, amongst others, to development objectives, land reform, reconstruction, integration, environmental planning, transport planning, infrastructure, urban design and housing.

To draw up these documents, a public participation process is needed. Section 55(2) stipulates that the public participatory policy must include options other than advertisements. In terms of documentation, Schedule 4 prescribes principles for development and planning. It says that all documentation should be clear and understandable, and must provide guidance and information. It should also be aimed at promoting trust and acceptance and must provide for fundamental rights.

4.6 LOCAL GOVERNMENT: MUNICIPAL SYSTEMS BILL (NO. 27 OF 2000)

The Municipal Systems Bill (No. 27 of 2000) is intended to perpetuate integrated development planning by, inter alia, replacing section 10 B to H of the Local Government Transition Act. According to the introduction to the Bill, it, along with the Municipal Structures Act and the Municipal Demarcation Act, will complete the process of reviewing and reforming the overall regulatory system for local government. This will enable government to repeal virtually the entire body of legislation and provincial ordinances inherited from the apartheid era. Whereas the Municipal Structures Act and the Municipal Demarcation Act deal with the institutional and jurisdictional aspects of the local government transformation process, the Municipal Systems Bill seeks to establish the basic principles and mechanisms to give effect to the vision of

'developmental government'. This was done through the basis of an investigation into current capacity problems of local government, and an analysis of existing approaches and innovations to service delivery in local government.

The Bill describes the core processes and elements that are essential to realising a truly developmental local government system. These include participatory governance, integrated development planning, performance management and reporting, resource allocation and organisational change. The Bill links these processes into a single cycle at local level that will align various sectoral initiatives from national and provincial government departments with a municipality's own capacity and processes. This should ensure better synergy between local, provincial and national initiatives, and a more effective system of inter-governmental relations.

Several sections of the Bill deal with integrated development planning and related matters:

- The establishment of a system of internal relationships for effective participatory governance, in which the different components of a municipality have certain key rights and responsibilities (Section 3 to 6). Communities, residents and ratepayers within the municipal area are included in the definition of the municipality (Section 2 b(i)).
- Chapter 3 (section 7 to 12) is devoted to certain basic requirements for public accountability and participation.
- Assign powers of general competence to local government, and manage the process of functions to local government to ensure proper coordination of the decentralisation process and the prevention of unfunded mandates (Section 13 and 14).
- Rationalise the system of municipal planning into a single comprehensive five yearly planning cycle, subject to annual monitoring and review, in which integrated development plans are adopted by municipal councils as their core planning and management instrument (Section 20, 21, 22, 23). This system should provide an important framework for municipalities to comply with the more detailed sectoral planning requirements of various national departments. By linking their planning requirements to the municipality's integrated development plan and budgeting processes, line Departments will achieve better integration of initiatives, improved compliance, as well as benefit from the alignment of sectoral strategies with municipal budgets and human resource deployment in terms of legal obligations.

- Establish a performance management system for local government to be able to evaluate progress with their integrated development plan and provide a more rational and informed basis for choosing appropriate service providers (Sections 35 - 46).
- The contents of integrated development plans:
 - A vision (Section 23 a. (i)).
 - Development profile (Section 23 b).
 - Objectives and priorities (Section 23 d).
 - Development strategies and sectoral planning requirements (Section 23 d).
 - Spatial development framework (Section 23 e).
 - Financial plan (Section 23 f).
 - Performance management system (Section 23 g).
 - The process for planning, drafting and adopting and review of integrated development plans. Included in this is the work plan for the whole process (Section 24).

The adoption of this Bill will solve a great deal of the problems presently being experienced by many local authorities. This Bill ties up many "loose ends" that have been causing much confusion surrounding integrated development planning at the local government level. Problems such as the poor intergovernmental coordination, the lack of clarity on roles and responsibilities, the lack of understanding of what the scope of municipal planning should be, the legislative complexity facing municipalities, the capacity crisis of local government, and the "rules of the game" of public participation, should become clearer.

4.7 CONCLUSION

In this chapter the acts and policy documents that directly relate to the official introduction of integrated development planning have been briefly described. Many other acts described in the Appendix also relate to development, and therefore integrated development plans.

Local government bodies now face a complex set of legal planning requirements. The various laws are making a range of demands on local government bodies to comply with the many requirements. The approach to integrated development planning therefore has to be multi-sectoral, especially since they are also required to prepare plans that meet the requirements of the different departments, such as the Department of Water Affairs and Forestry, the Department of

Transport, the Department of Housing, and the Department of Environmental Affairs and Tourism. These requirements should ideally be linked to a single planning cycle and process within municipalities, as envisaged for integrated development plans.

At times it may seem that all the legislation that has to be taken into account in the development planning process may be somewhat overwhelming. But, all these factors *have* to be included if development, as described in Chapter 2, is to be effectively and efficiently planned for.

The advent of the Municipal Systems Bill, along with the other municipal restructuring legislation, provides for a change in local government to attempt to deal with the very complex situations that needs to be dealt with. All the concepts and principles brought up in the past are being consolidated into one planning system, hopefully bringing about a more effective and efficient local government in planning for development.

CHAPTER 5:

THE PROCESS OF INTEGRATED DEVELOPMENT PLANNING

5.1 INTRODUCTION

Without going into too much detail, a brief explanation of what each step in the integrated development planning process entails will briefly be examined. The handbook 'Integrated Development Planning for Local Authorities: A User-friendly Guide' (DCD, 1997: 21-45) provides the detailed yet clear description of each stage of the process and will be used for the explanation of each activity in this chapter. Figure 5.1 illustrates diagrammatically the entire process. It should be kept in mind, however, that the process is not merely following a certain number of predetermined steps. Certain activities begin while others are already underway. Others begin and end in cycles, over and over, allowing the plan to be constantly updated and improved. However, the following is the general order in which integrated development planning happens (in theory).

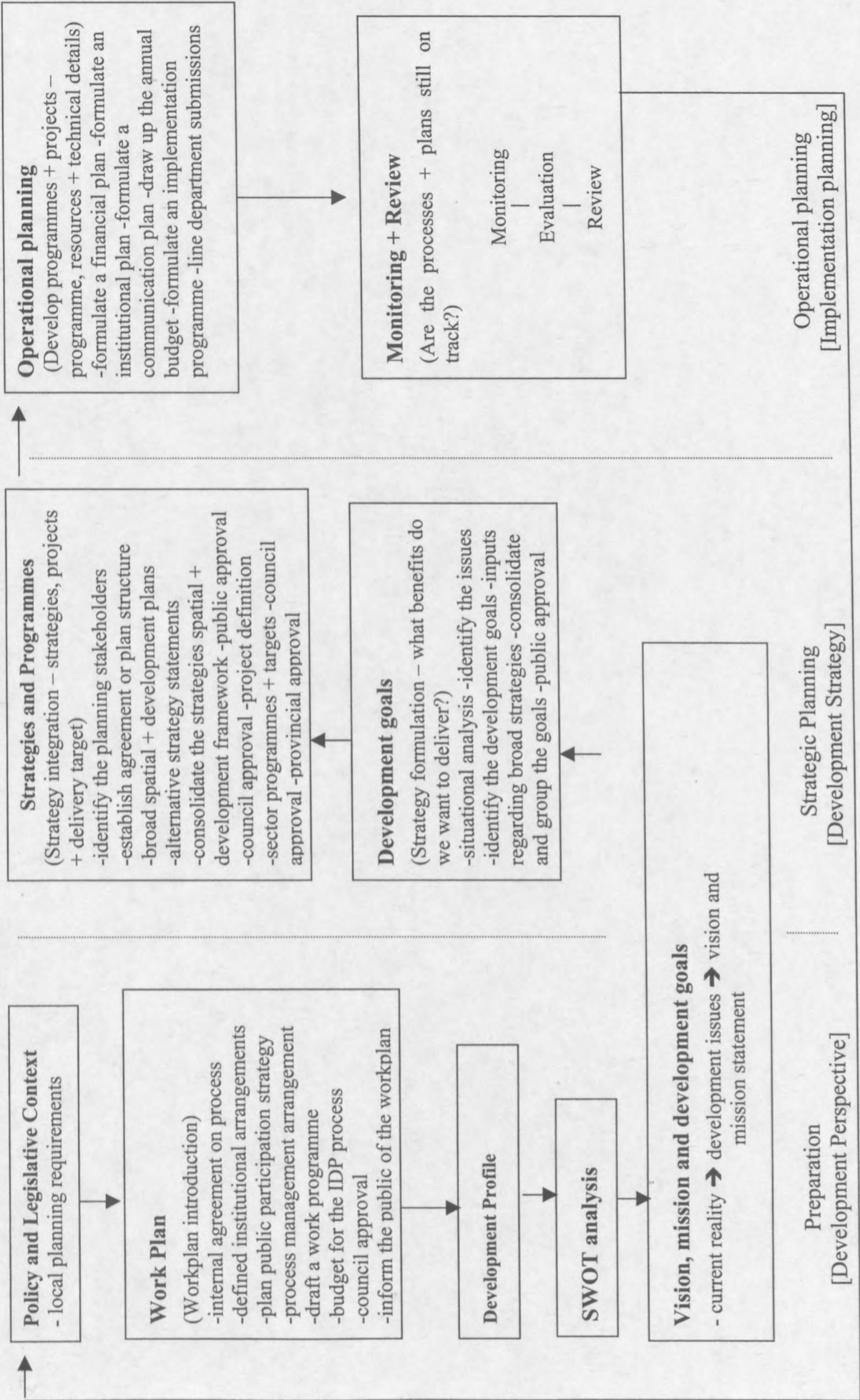
5.2 WORK PLAN

A work plan needs to be drawn up before anything can begin. By the end of this phase, an appropriate planning process, allocated staff and resources, structures, processes and systems are set up to support the planning process.

5.3 DEVELOPMENT PROFILE

The development profile endeavours to be a reflection of current conditions regarding the demography, spatial context including state of the natural environment, infrastructure, institutional capacity, local economy, social environment and basic needs of the area. It is a provisional document. Anyone may submit supplementary particulars that might enhance the development profile's content and the process as a whole. No recommendations are made in the

FIGURE 5.1 : THE INTEGRATED DEVELOPMENT PLANNING PROCESS



document. It is the community's responsibility to use the information in the profile to make recommendations on the development of the area.

This first step in the process, the current reality, should provide a clear picture of where the municipality is at the time of commencing the process. This will include an overview of the local government body, the area and its communities, and the external environment. It is often done through a SWOT analysis (strengths, weaknesses, opportunities and threats) in a workshop with councillors and officials, with the use of a facilitator. The assessment should provide a description of the context of the municipal area, and provide a picture of demand and supply, capacity and under capacity, and of significant issues and developmental trends important to the local government area.

The SWOT analysis, usually done in the second series of public participation workshops, was done for each area of the respective municipalities. Each area then gave input for each development sector. It is in this series of workshops that the development profile is presented to the public for feedback in terms of the information therein, and to carry out the survey on all development problems and issues experienced by the respective communities. This is done by having the public giving input over the strengths, weaknesses, opportunities and threats facing the respective communities.

5.4 VISION STATEMENT

Development programmes need the support and involvement of the community if they are to be successful. Consensus has therefore to be reached about the general direction that the community should take. A vision statement provides this by aiming to build a base for agreement and consensus to be able to start the planning process concentrating on the common aspirations of all those concerned. Not all concepts can be captured in one summarised vision, however. The vision is usually eye-catching and memorable, and is of such a nature that all can identify with it. The vision expressed the most important ideas and concepts.

The vision statement follows on from the current reality and should inspire the people to support future development initiatives to attain the vision. It should therefore not be too unrealistic, or at the same time, be too limited by reality. The following is an example of a vision statement from Stellenbosch:

‘An integrated and reconciled community, free from all forms of discrimination; a town with a gratifying and sustainable lifestyle for all, visibly acknowledging its diverse socio-historical heritage while conserving its rich built, agricultural, rural and natural environment; and acclaimed centre of learning, viticulture and sport’ (Stellenbosch Municipality, 1999: iv).

The municipality may also provide a *mission* to accompany the *vision* in which a list of principles are established to which the municipality will commit in order to realise the vision. These relate to equality and equity in social, economic, environmental and administrative matters (Stellenbosch Municipality, 1999: iv).

5.5 DEVELOPMENT GOALS

Once the scene has been set, goals have to be formulated that should reflect what has to be achieved through the municipality over the following five years. The goals must be realistic and should ensure the collective priorities of the broader community. In Stellenbosch the proposed goals fell under the following headings: broad goals, natural environment, population and housing, town centre, transportation, community facilities, tourism, service infrastructure, and economic base and employment opportunities. It is important to review the goals on an annual basis to enable an effective way of measuring or monitoring progress.

The identification of development goals, or objectives, for the development of the region are preceded by the survey and analysis of the SWOT analysis in order to document all the problems, issues and needs being experienced by the community. Together with the vision and mission, the SWOT analysis gives an indication of where development initiatives should focus while striving to raise the quality of life of the residents within the area.

These goals are comparable in the Western Cape to the Land Development Objectives specified in the Development Facilitation Act. The goals that came from the integrated development planning process in the case of the Winelands District covered most of the principles that Land Development Objectives should cover. Due to the nature of the process and the participatory aspects involved, all issues and needs are raised in the SWOT analysis. This leads to goals and solutions that are specifically geared towards solving the problems that residents themselves feel should be dealt with, not some centralised governmental department.

5.6 SITUATIONAL ANALYSIS

The situational analysis is a much more detailed and focused analysis than the previous 'visioning' activities. The situational analysis should provide a deeper insight into the key developmental issues so that the strategic planning may follow. The analysis should cover the following aspects of the area concerned:

- The status quo, trends and needs.
- External factors that affect development issues such as provincial and national legislature and policies, programmes, and service standards.
- Internal factors such as powers and functions, institutional and financial constraints and opportunities in the area.
- A spatial analysis.

In smaller municipalities this analysis can be done by the municipality itself supported by non-governmental organisations, concerned individuals and other stakeholders. A SWOT analysis (strengths, weaknesses, opportunities, and threats) is done prior to the one or more workshops involving residents, stakeholders, councillors and civil servants. A summary can then be prepared which should show the findings (and hopefully the consensus or agreement) of the participants and their views about existing conditions, problems, opportunities and constraints.

Larger municipalities usually carry out the situational analysis with the aid of consultants. A detailed report is produced which should cover the local economy, the characteristics of the population, an overview of the physical characteristics of the area (outlining its attributes and

liabilities), a description of the spatial distribution of infrastructure and social services, and an examination of the environmental condition of the area (which areas are threatened or should be protected). An assessment of the institutional capacity of the local government, non-governmental organisations and private bodies which could identify, design, implement, manage and sustain development, may be included as well. It should always be borne in mind that the analysis should focus on identifying the key developmental issues and not research unnecessary information. Issues such as land tenure, social empowerment, labour relations, assessments of gender issues, and the needs of historically disadvantaged communities and other groups such as children, may also receive attention.

Councillors, officials and representatives of stakeholders and residents then have an opportunity to review and comment on the analysis, and give feedback to the consultants who can then finalise the situational analysis report. The report should then provide the municipality with a clear context and foundation on which future planning work will be based.

5.7 INTEGRATED DEVELOPMENT FRAMEWORK

Based on the findings of the previous steps, it is possible to begin to formulate an integrated development framework. This is a set of development strategies that cut across different sectors and support each other, often involving various departments and officials. The integration of the departments is a move away from the departmentalisation of problems. In order to make the best possible use of available resources, an integrated approach is taken where policies and programmes are formulated to meet a number of goals at the same time. An example would be the strategy of a 'development corridor', which could affect the integration of the apartheid town, transport infrastructure, the local economy, and job creation. Job creation and economic growth should always be linked to strategies to eliminate poverty and meet basic needs, thus fulfilling a developmental role. The strategies, which are based on the key developmental issues and the medium and long term goals, are developed by the different departments and officials in the municipality who have to work closely together.

Once the basic framework has been established (strategies based on prioritised goals), the development strategies have to be worked out in detail. There are two possibilities to achieve this. Firstly there is the sector by sector approach, where a whole category of problems and other

related issues are addressed in one strategy, for example a transportation strategy or an industry strategy. The second approach is the municipal systems approach, which has five elements. The infrastructural element looks at areas requiring capital investment which includes most services such as water, drainage, electricity, etc. The programme element assesses the process-related services that are aimed at achieving particular service goals (e.g. public safety programmes). Procedural elements include formal and routine processes carried out by local authority officials and include a wide variety of planning, technical and budgetary reviews and approvals. The fourth element is management routines, which are repeated activities necessary to maintain certain standards of services and environmental quality (e.g. solid waste removal). The final element is that of management interventions. These are targeted actions designed to bring about a specific result, such as land use controls.

Both approaches should develop strategies that will achieve the identified short, medium and long term objectives and give a clear indication of priorities and a broad plan of action. The strategies should be innovative and practical and provide creative solutions. The strategies, once established need to be developed, and are assigned to teams of individuals or departments with the necessary skills and experience in the sector. These teams can be assisted by outside consultants.

5.8 INCORPORATING THE LAND DEVELOPMENT OBJECTIVES

Land development objectives, which are stipulated in the Development Facilitation Act, should form the core of the integrated development plan. This is the ideal set by central government. This is however not followed in the Western Cape, as provision has been made for this by the Western Cape Planning and Development Act. There are four areas that the land development objectives cover, namely, objectives relating to services, urban and rural growth and form, development strategies, and targets.

In terms of services, land development objectives should set out the kinds and standards of services provided and the level at which they will be provided. The objectives relating to the urban and rural growth and form cover what has traditionally been a part of a 'town and regional planning' process. These relate to: how the poorer areas are to be integrated into the town, how the municipality will use the natural environment, the planning of transportation and bulk

infrastructure, how the municipality coordinates land development, and the municipality's approach to land use control.

Objectives relating to development strategies show how the municipality is going to achieve the anticipated development. These objectives include how to encourage the involvement of all sectors of the economy in land development, how to provide access to funds for land development, and how to ensure that the municipality has the administrative capacity to manage the proposed development. Finally, the objectives about targets should provide figures against which a municipality's performance can be measured. The targets must show the number of houses, units or facilities that are planned to be delivered, whether this delivery is of new developments or upgrading of existing ones, and the time frames within which the targets are set.

The land development objectives are then submitted to the provincial responsible minister for approval, in accordance with the province's regulations. The land development objectives then form part of all the steps of the integrated development plan.

5.9 OPERATIONAL PLANNING

At this stage, once the strategies for development have been formulated, the implementation, management, monitoring and how everything is to be sustained, has to be addressed. The two action plans, namely the institutional plan of action, and the financial plan of action, are closely linked and work together to achieve priority goals. They will now be looked at.

5.9.1 Institutional plan of action

This plan spells out how the municipality, with its available resources, is going to implement its development strategies. There are two ways in which this can be achieved. In the first instance, the councillors, with the support of officials and staff, can draw up a broad framework of the action plan based on the integrated development framework, and then allocate tasks to the relevant departments from that. The other way is to get each department to draw up its own annual action plan, and in so doing, show how the respective department will contribute towards achieving the aims of the integrated development framework. There are often strategies that need more than one department for its implementation, in which case new structures or task

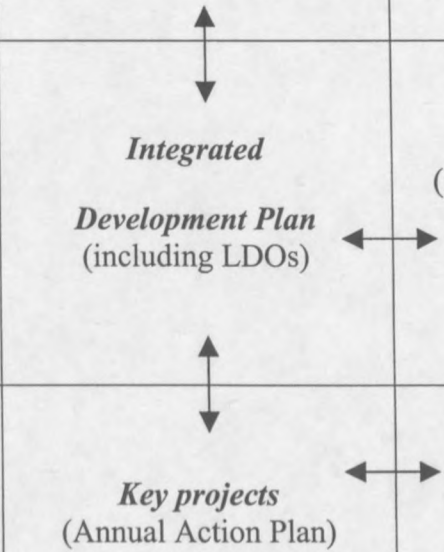
teams may be set up. The various action plans that are drawn up after either of the above mentioned approaches are then prioritised and brought together into one overall action plan for the municipality.

The institutional capacity required to implement an integrated development plan means that a municipality must have, develop, or obtain access to a range of essential management and implementation skills. A strategy may be necessary to build or acquire the institutional capacity to implement the strategies of the integrated development plan if it is lacking. Such a strategy should include: developing existing staff's skills, hiring new staff with the necessary skills and experience, or outsourcing for the skills and experience by looking outside the municipality in consultants or non-governmental organisations, for example.

5.9.2 Financial plan

The financial plan is a strategy for the regular budgeting and allocation of resources so that the development strategies can be achieved within a given budget and time frame. The plan is a five year (medium term) projection of capital and recurrent expenditure, including the land development objectives, so plans for raising revenue to support those strategies also has to be included. The plan must also indicate how the priorities in the budget will change over the five-year period.

TABLE 5.1 THE RELATIONSHIP BETWEEN PLANNING AND BUDGETING

	<i>PLANNING</i>	<i>BUDGETING</i>
Long term (up to 25 years)	<i>Vision</i>	
Medium term (up to 5 years)	 <i>Integrated Development Plan</i> (including LDOs)	<i>Financial Plan</i> (including infrastructure investment plan on capital side)
Short term (1 year)	<i>Key projects</i> (Annual Action Plan)	<i>Annual Budget</i>

(Source: John, 1997: 37)

Table 5.1 shows the relationship between planning and budgeting. The annual budget is based on the medium term financial plan. This should help the municipality achieve the objectives of the integrated development plan by making the municipality allocate and manage resources in a focused and disciplined way. Budgets for the development strategies and projects are first based on what is laid down in the institutional action plan, and then only afterwards broken down into sectors and line departments. This ensures that the financial action plan brings together (integrates) the various sectors in support of key objectives in the integrated development plan. Before the annual budget cycle is complete, a review of the goals and priorities must be done to reflect changes in the budget. Every five years, a more substantial review of the integrated development plan and land development objectives must be done. Links must also be made between the funds allocated to integrated development plan projects and land development

objectives, and the Reconstruction and Development Programme (1994) and the Growth Employment and Redistribution strategy(1996).

5.10 MONITORING, EVALUATION AND REVISION

A strategy is needed for the monitoring and evaluation of the integrated development planning process. This is so that the municipalities performance can be measured, and obviously enable the municipality to be able to revise the integrated development plan as conditions and priorities change. The strategy to do this should be within the integrated development planning process itself and should assign responsibilities to individuals and departments for these activities.

A municipality need some form of measurement against which it can monitor and evaluate its effectivity. The targets which it sets to be able to do this are usually called key performance indicators (KPI's). Using these should give an indication as to whether or not a project or strategy in the integrated development plan is working. The integrated development plan can then be revised to address the shortcoming. The information gained from the evaluations should be compiled, coordinated and recorded in a way that will be easily useable for future evaluations.

To keep the public informed about the progress and implementation of the integrated development plan, an 'annual communications plan' must be included in the integrated development plan. The plan should give details as to how the municipality communicates with residents and stakeholders. It should enable the municipality to report on the targets met and unmet, any proposed changes to the integrated development plan, and circumstances which could affect the integrated development plan.

5.11 SYNOPSIS OF THE PROCESS

Preparing the workplan

The Municipality plans to plan. The institutional arrangements are organised, as are the public participation strategy, the work programme, process management arrangements, and the budget for the integrated development plan process. The message that this is going on should also be disseminated. Ideally everyone in the municipal area should be aware of the process that they are about to be involved in.

Vision and mission statement

After the evaluation of the current reality in the area, the development issues can be ascertained through a SWOT analysis. The vision is what the community describes as the shared picture of the desired future for the municipal area with a time horizon of up to 25 years.

Development goals

This should provide general direction of strategy and decision making over the medium term, and involves more technical support than the vision process. Core issues (underlying causes), development goals (outcomes or benefits to be delivered in the next five years) and broad strategies to achieve the goals are identified, throughout which includes the participation of the public.

Strategies and programmes

This stage addresses how to bridge the gap between the current reality and the vision with a set of strategies. Planning stakeholders are identified and agreement on the plan structure are established. Broad spatial and development plans are drawn up, as are alternatives. Projects (sets of interrelated actions or activities in support of realising a development strategy) are identified to achieve the goals previously defined, and are unpacked into activities which can be grouped together so that line functions can carry out the project activities. In this phase all legislative requirements should be met in the production of sector programmes and targets based on the activities.

Operational planning for implementation

This phase ensures that appropriate capacities and resources are in place to implement the plan. To do this, a financial plan (including a plan on raising revenue to support the strategies), an infrastructure or capital investment plan, an institutional plan, and a communication plan must be drawn up. Based on all of the above, the annual budget can be drawn up. The year's activities, delivery targets and milestones, management and implementation responsibilities, and schedules can then be put into a project implementation programme. Each line department must then submit everything required by the legislation, such as the transport plan and water services plan, for example.

Monitoring, evaluation and review

This ongoing or cyclical activity includes taking corrective action when necessary after monitoring. Evaluation measures whether, and to what degree, the development goals are being achieved. On this basis the review can make adjustments and revisions to the process.

CHAPTER 6

THE CONTENT OF INTEGRATED DEVELOPMENT PLANS

6.1 INTRODUCTION

In this chapter the content of actual integrated development plans will be analysed. In total the efforts of seven local governments will be looked at: Stellenbosch, Paarl, Worcester and Vredendal Transitional Representative Councils; George and Knysna Municipalities; and the West Coast District Council.

The “Transitional Representative Councils” are the old “rural councils” representing the areas outside the municipal boundaries. The actual planning was managed by the relevant district council as prescribed in the Local Government Transition Act. The Stellenbosch and Paarl Councils both fall under the Winelands District Council

This study project will try and ascertain how and to what degree the system of integrated development planning is fulfilling its mandate (that is, developmental governance) in terms of the following two points of departure:

a.) The content of integrated development plans - Are all the legislative requirements being met?

- Are all the principles laid out in the legislature and policy documents being taken into account?
- Does the integrated development plan cover all geographical areas equally, or those that have the greatest need first?
- Does the integrated development plan integrate between
 - spheres of governance,
 - sectors,
 - spatial areas?
- Does the integrated development planning process provide the kind of development that the legislature envisaged?

b.) The process of integrated development planning - Is the process inclusive of everyone?

- Is the process timely, efficient?
- Is the process using the type of planning envisaged by the legislation?

6.2 THE DEVELOPMENT PROFILE - THE CURRENT REALITY

6.2.1 Characteristics

Stellenbosch Transitional Representative Council: This development profile provides mainly very detailed statistical information on all the relevant sectors. Little or no explanatory comments are given on the facts, figures and maps, leaving the reader to decide how to interpret it. The profile is divided into sections on spatial context, demography, infrastructure, institutional capacity, local economy, tourism, social environment, service provision facilities, and safety and security. There is quantitative and qualitative data on everything possible, as well as lists of all facilities, organisations and businesses in the area (Zietsman, 1999).

West Coast Region and Vredendal Transitional Representative Local Council: These two development profiles are almost identical in composition and can therefore be dealt with simultaneously. The profiles consisted of four sections, namely, human well-being, economic growth and development, the natural environment, and other issues, all clearly and systematically laid out. Each section is started with introductory explanatory notes, making the reader aware of the issues involved. Facts and figures are given throughout, as well as short explanations clarifying the implications of these statistics. Also, not just the present state of the region is given. The present condition of the region is explained in terms of its recent history, as well as possible future trends that should be kept in mind. The legislative context within which that sector operates is also briefly discussed. In the section "Other issues", legislation, land reform, present studies in the area, and institutional capacity are covered. Explanations are given for why a sector is important, such as law and order for example, setting the scene as to what has to be in place if true development is to take place or at least be encouraged. Everyone's responsibility in the process is therefore also often mentioned (Barnado, 1999).

George Transitional Representative Council: The first few sections of George's development profile focuses on the historical development as well as the current demographic and economic characteristics of George. The land-use patterns of the area are also then discussed which is followed by a discussion of the current infrastructure and major projects. The last section of the profile shifts attention to an evaluation of the institutional capacity of the local government, as well as other organisations, relevant to the implementation of an integrated development planning process in the area. In each section the main issues and problems are raised. The social, economic and environmental aspects are also mentioned, enhancing the integrated nature of this development profile, making the statistics very comprehensive and meaningful. The section on institutional capacity looks at the factors inhibiting a successful integrated development plan for George. The concluding section, that of the key development issues, provides a summary of all the important challenges facing George, weighing up the social, economic and environmental costs against each other, providing the reader with enough information to be able to make an informed contribution to the integrated development planning process (George Development Consortium, 2000).

Knysna Municipality: Knysna failed to produce a development profile such as the above mentioned municipalities. The document the municipality did produce, a "summary of the Knysna Municipality's IDP which outlines the Council's strategies and priorities for the 2000/01 financial year", does contain a few of the current realities that have to be dealt with (Knysna Municipality, 2000: 5). This is in a small section called "Development Challenges facing Knysna Municipality". It deals with institutional capacity, local government transformation and service delivery, development challenges, financial capacity, economic development, and spatial and environmental management. Each of these sections focuses mainly on the municipality's capacity and restructuring to handle its new requirements and service provision (ODA, 2000).

6.2.2. Weaknesses

Stellenbosch Transitional Representative Council's development profile provided a very detailed picture of the area by furnishing every fact and figure available. Without any explanations or interpretations, this information was not very useful. It is the meaning behind the statistics that is important in providing the public with the ability to make informed decisions. It is therefore maybe just as important to show what is not present in the area as to

show what is. It could be argued that it is the public's responsibility to state what they feel is important in what the town lacks, letting the people decide on the agenda, and not the authorities.

Another weakness of providing exclusively present conditions is that one won't get the whole picture of what has happened in the past to produce those conditions, as well as what the future trends may be.

The low literacy rate in South Africa could be a major problem in this stage, particularly as those who need development initiatives the most will not be able to fully contribute if they do not have all the relevant information. It could then be argued that this could run the risk of letting the technocrats (consultants or whoever draws up the development profile) decide on the agenda right from the beginning.

6.2.3 Strengths

The George Transitional Representative Council's development profile represents what can be achieved with a development profile. The manner in which issues and problems are stated already points towards an integrated approach, that is, integration between sectors, spatial areas, and spheres of governance and other organisations. Problems and issues are discussed alongside the statistics, making the reader aware of the realities of the problems in the area. Using this information, it would be possible to make informed decisions on development and related matters, which in essence is what the development profile should do.

6.3 THE SWOT ANALYSIS

6.3.1 Characteristics

Stellenbosch Transitional Representative Council: A very brief introduction explains the integrated development planning process thus far, as well as giving the attendance figures of the various meetings, which ranged from between 19 and 55 per meeting. A total of 237 people participated directly in the seven workshops. The raw data of these sessions is then given in full, followed by written submissions by interested and affected parties who

conducted their own SWOT analyses. The Devon Valley Farms Association and Bonniemile Homeowners Forum were two such organisations that submitted their own SWOT analyses.

Each of the seven identified zones in the Stellenbosch area completed a SWOT analysis on each of the sectors. These were natural environment, demography, infrastructure, transport and roads, institutional capacity, local economy, agriculture, tourism, social environment, human resources, rural/urban settlements, housing and community facilities, cultural heritage, service provision facilities, safety and security, and general issues (Octagonal development, January 1999).

Paarl Transitional Representative Council: As with Stellenbosch's SWOT analysis all the raw data is given. However Paarl's SWOT analysis includes a synopsis of the critical factors and issues which are to play a role in the growth and development of the Paarl Transitional Representative Council area, which is basically a summary of the issues and problems that came out of the SWOT analysis (Martin & Venter, 2000).

George Transitional Representative Council: Only one SWOT analysis could be obtained for the George Transitional Representative Council area, that of Pacaltsdorp. It was however identical to any of the other SWOT analyses studied (Octagonal Development, May 2000).

6.3.2 Weaknesses

The information that comes of the extensive and comprehensive public participation process should reflect the level of development of the natural and man-made environment within the respective area. The success of the integrated development plan therefore relies strongly on information received from the general public and interest groups, as these target groups possess the first hand knowledge of circumstances within their immediate environment. Low attendance figures could then be seen as being a major flaw in the process. However, many of the people who did attend were representing organisations, and therefore many other people.

6.3.3 Strengths

The SWOT analysis was the stage of the integrated development planning process where the general public has the greatest opportunity to influence the manner in which their area is to be developed, and therefore how the municipal budget is to be spent. This stage can in a sense be seen as similar to voting for things, except in this case, what is being voted for is also decided upon by the electorate.

Public opinion could be freely expressed on all issues. All parties were given equal opportunity to voice their concerns, all of this done in a positive framework highlighting not only weaknesses and threats, but also strengths and opportunities. This ensured that the public meetings were not merely opportunities for communities to hand over wish lists, but rather chances to become actively involved in raising issues and concerns in a constructive manner.

This stage is particularly important in facilitating the integrated nature of the process. Although each sector is done individually, when issues are raised, they are often accompanied by many other factors. For example, in the section on the natural environment in the Paarl SWOT analysis many concerns were raised about the environment such as concerns over pollution, alien vegetation, erosion due to indiscriminate farming practices, the removal of indigenous fauna and flora, and the over utilisation of natural resources. But other not purely environmental issues were also raised such as the fact that farm employees did not have property rights for houses and consequently did not feel a sense of pride and did not care for their environment.

Perceptions and perhaps even stereotypes were occasionally exposed in the SWOT analysis. These two examples from the Paarl SWOT analysis illustrates this. The perception that certain farmers reflect negative attitudes towards employees came to the fore. This ultimately led to workshops in which misunderstandings about the new labour law were cleared up. Impractical projects and programmes are also brought to light, as are dangerous practices, such as dangerous roads or heavy vehicles that damage the roads.

This stage has the potential to adequately identify and cover environmental, social and economic problems all at the same time. The core issues usually become clearer as all sides of every situation are uncovered. The true causes of problems or disputes can in this way be more easily identified. This is helped by the fact that power structures of the past are no longer in force, and the system provides a structure whereby everyone with a vested interest can now have their opportunity to voice their concern over which agenda they wish to promote. This 'forces' everyone to have to work together to solve problems, and not do things to further hidden individual interests. It is therefore particularly important to abide by the principles within the mission such as transparency, accountability, accessibility, and responsiveness to ensure the success of this stage. In theory then, this should lead to a situation where everybody wins.

6.4 VISION, MISSION, AND DEVELOPMENT OBJECTIVES

6.4.1 Vision

6.4.1.1 Characteristics

Stellenbosch Transitional Representative Council's acceptance of the vision was preceded by, amongst other things, six public scoping meetings at which the public was informed and given an opportunity to comment on the planning process and to give inputs on planning issues in general. Also, written inputs were received from stakeholders and the public in general, an opinion survey of the whole of Stellenbosch was conducted, and a Public Participation Workbook was compiled by the Facilitator. The development profile also had to be compiled. It was only then that the first round of large public workshops focussing on the formulation of a vision, mission, broad objectives and objectives for the eight identified relevant issues, were held. At a later public meeting the vision was finally accepted and signed by the participants. The vision also had to have an amendment, nearly a year and a half after the initial six public hearings before being finally accepted. The variance in the wording of the vision statements can be judged from the actual statements quoted below.

Paarl Transitional Representative Council: Growth for opportunity, conservation for identity (Martin & Venter, 2000: 1).

Stellenbosch Transitional Representative Council: An integrated and reconciled community, free from all forms of discrimination; a town with a gratifying and sustainable lifestyle for all, visibly acknowledging its diverse socio-historical heritage while conserving its rich built, agricultural, rural and natural environment; and acclaimed centre of learning, viticulture and sport (Stellenbosch Municipality Report No. 3, April 1999:iv).

Vredendal Transitional Representative Council: Dit is die visie van die Vredendal Verteenwoordigende Oorgangsraad om die beskikbare hulpbronne te benut vir die ontwikkeling van die gebied met behoud van veiligheid, kultuur en die natuurlike omgewing (VTRC, 1999: 1).

West Coast Region: Om die inwoners van n hoër lewenskwaliteit te verseker binne n veilige en goed bewaarde omgewing waar die streekskultuur gehandhaaf word in samehang met n gesonde streekeconomie (WCDC, 1999: 1).

Worcester Transitional Local Council: We, the people of Worcester, aim to provide democratic, accountable, transparent local government, that ensures the provision of services to communities in a sustainable manner, in order to promote socio-economic development in a safe and healthy environment, through encouraging regular community participation (FCR, 1998: 2).

Knysna Municipality: Knysna must become a prime tourist destination in South Africa, a place where peace, prosperity and harmony prevail, ensuring a maximum quality of life for all residents (ODA, 2000: 19).

6.4.1.2 Weaknesses

It proved to be difficult to explain to people who do not have basic services such as toilets or water in their houses about the vision statement which projects for 25 years into the future. How can this be done when a person just wants a house or water right now? It is difficult to explain to people who lack basic needs about concepts such as the biosphere reserve zoning

principles, for example. Municipalities should be able to decide how they want to tackle the process, and, through workshops, be able to decide what is important to them.

6.4.1.3 Strengths

In formulating a vision, an opportunity arises to explain to the public their responsibility in the public participation process. There is also much potential for getting the community encouraged and enthusiastic about the process to ensure adequate participation in the following stages of the process.

6.4.2 Mission

6.4.2.1 Mission statements

The mission statements were the principles to which the community agreed to commit, in order to realise the vision. At the same time as the formulation of the vision, the participants of the respective series of workshops identified the supporting mission (in Stellenbosch it was the second series of workshops, in Paarl, the third).

Paarl and Stellenbosch Transitional Representative Councils: The mission statements of these two municipalities contained aspects that mostly overlapped. The mission statements are arranged in three broad sections, covering principles on socio-economic, environmental and public sector issues.

Aspects that appeared in both mission statements were as follows (Stellenbosch Municipality Report No. 3, April 1999:iv & Martin and Venter, 2000: 46):

- Preserving the socio-historical culture and identity of the town and area.
- Improve human relations.
- Stimulate economic development and address the needs of inhabitants through creating opportunities, all in a sustainable manner.
- Use of the biophysical environment in a sensitive and sustainable manner.

- Promote tourism.
- Empower all communities, especially those with the greatest need, to influence the allocation and utilisation of resources.
- Have a public sector that is transparent, accountable, accessible and responsive.
- Provide and maintain effective infrastructure in an efficient, affordable and environmentally sensitive manner.

Aspects that reflect the individuality of the areas also came up in the respective areas, such as the promotion of Stellenbosch as a centre of learning. Also, Paarl tended to promote the provision of basic needs such as education, employment and housing.

Vredendal Transitional Representative Council: “Ter ondersteuning van bostaande visie is dit die missie van die Vredendal VOR om deur goeie leierskap, doeltreffende administrasie en samewerking tussen al die rolspelers, die volle potensiaal van die gebied te ontwikkel om deur die skepping van die nodige infrastruktuur, die volhoubare aanwending van hulpbronne en bevrediging van basiese behoeftes, n gelukkige gemeenskap te vestig” (VTRC, 1999: 1).

West Coast District: “Om deur middel van samewerking en pro-aktiewe aksies die streekeconomie te stimuleer sodat n hoer lewenskwaliteit vir al sy inwoners geskep word, ten einde n veilige en produktiewe omgewing en die behoud en uitbou van die streekskultuur en natuurlike omgewing te verseker” (WCDC, 1999: 1).

6.4.2.2 Weaknesses

The only weakness in this stage would be if the principles were not adhered to.

6.4.2.3 Strengths

All the local governments had similar missions, all covering the same aspects, yet still reflecting regional individuality. This is hopefully a reflection that this step in the planning process can work anywhere. It provides a positive framework within which to work. All

municipalities seem to be abiding to the legislative framework, approaching development in an integrated sustainable manner.

6.4.3 Development objectives

6.4.3.1 Characteristics

Paarl Transitional Representative Council: In the Paarl region, objectives were lifted straight from the problems/issues identified in the SWOT analysis. An objective was defined as:

"A general or overarching statement that formulates an ideal situation in the near future" (Martin and Venter, 2000: 102).

An example would be the problem identified in the "human resources" sector of the SWOT analysis of alcohol abuse that results in child and woman abuse and violent crimes, and the high figures for Foetal Alcohol Syndrome. This led to the objective (an ideal situation in the future) of:

"The alcohol abuse problem is addressed and does not have a negative impact on human resource development, and

The social condition within the rural population is good." (Martin and Venter, 2000: 110).

Stellenbosch Transitional Representative Council: The development goals for Stellenbosch's integrated development plan had greater depth in some of the sectors in that some of the goals were preceded by a short preamble, for example, on transport. This included a vision for transport and the principles by which all transport strategies should abide. Housing also had a preamble, which consisted of several points that had to be addressed and included an agreement that had to be signed by all participants. These points included the identification of available land for housing, the business plan for housing, and the process and timetable for dealing with the housing crisis. It also included some points that came out of the Metropolitan Spatial Development Framework.

In Stellenbosch's case it would seem that it was vital to go into much more detail in some of the sectors. These sectors were the more technical and therefore needed a more comprehensive approach than that used in Paarl's objective formulation. So although the problems and issues surrounding transport were more complex than in other sectors, it is carried out more comprehensively. The potential to change people's mindsets about certain issues presented itself with the manifestation of a vision for transport. This consisted of, amongst other things, the change in thinking about the use of the motor vehicle (Stellenbosch Municipality, 1999 B).

6.4.3.2 Weaknesses

A possible weakness in this phase of the process is that officials or experts could introduce development objectives themselves without too much consultation with the public. This however will only occur if the public has not been informed enough on all the possible solutions available from the beginning, or given sufficient opportunity for comment. Another interesting aspect is if the mindset of the public, for instance, about the use of the private motor car, could be changed through the planning process.

6.4.3.3 Strengths

The legislative requirements have been sufficiently met in this stage. There are objectives in every sector that reflect the incorporation of all applicable policies and laws, particularly in the Stellenbosch region. Concepts such as sustainability are repeatedly included in most sectors, as are concepts such as social development, participation, redistribution, cooperation, densification, and beneficial economic development (often through empowerment). Some of the goals for the Stellenbosch region make actual mention of concepts straight from the legislative and policy contexts such as strategic environmental assessments and integrated environmental management from the National Environmental Management Act, the promotion of the biosphere reserve zoning principles, and the supporting of the Agenda 21 principles (Stellenbosch Municipality, 1999 B). It appears that Stellenbosch was much more 'careful' in this regard in sticking close to the required legislative framework, which is not to say that Paarl's goals are in any way inferior. Paarl's development objectives are very much in line with the principles laid out in the legislative and policy context, however just not as rigidly and uncompromisingly as Stellenbosch's.

Integration is achieved through grouping various related issues and problems in each sector, thereby getting the subsequent objectives to align as well. For example, in the section on transport in Paarl, all issues surrounding the public transport system are grouped together to give rise to an all encompassing objective of an affordable, safe and extended public transport system that exists for all rural inhabitants. Also all issues regarding standards of road infrastructure are grouped which give rise to the objectives of providing a good standard of road infrastructure, and that existing and new roads are safe for pedestrians and bicycle riders.

Although the development objectives are formulated through assimilating the problems and issues from all the zones in the regions, the geographical integration of the goals are only realised in the following stage, that is, when strategies and projects are (in realising the respective goal) identified. All areas are therefore equally covered.

Integration also takes place between sectors as most of the goals are guided by the same principles agreed upon in the beginning of the process. A concept such as sustainability, which runs through every sector, causes every sector to in turn create supporting objectives to realise this principle. For example, for tourism to be sustainable, so too must land or economic development. Further attempts at integrating all the sectors could prove to be very confusing, as ultimately everything is connected to everything else. Certainly the degree to which all the sectors are being included and aligned according to one set of principles in a single process, has been untried in South African planning history.

6.5 STRATEGY FORMULATION

6.5.1 Characteristics

Once the process of goal identification were complete, more specific strategies could be formulated to support the area's mission and to achieve the objectives. Strategies were further integrated in order to gain mutual support, and were instrumental in converting objectives into concrete proposals or projects that could then eventually be linked to the regional authority's annual budget and finally implemented. The process of strategy formulation was more

specific by addressing individual issues with similar elements. In the cases studied, for example, multiple strategies existed for a single objective, and each strategy was linked to a number of identified projects (Martin and Venter, 2000: 102).

Stellenbosch Transitional Representative Council: An example of the above-mentioned would be the strategies that came out of a goal in the tourism section in Stellenbosch's integrated development plan. To achieve the goal of promoting a tourist-friendly environment, the following strategies were proposed (Stellenbosch Municipality, 1999: 25):

- Officials should be educated to be more hospitable.
- This tourist-friendly approach should be expanded to include all people and areas of Stellenbosch.
- Invest in visitor infrastructure, eco-tourism, sport, and cultural tourism.
- Improve information signs.
- Ensure a clean town and surroundings and enforce legislation in this regard.
- More activities that are aimed specifically at tourists should be provided.
- Encourage visitors to spend the night in Stellenbosch.

(Examples of facilities or attractions that may convince tourists to stay longer are:

- Recreational or resort complexes,
- Public squares for craft/informal markets, informal theatre, etc. (This also falls under community facilities),
- Cycle trails, and
- Biosphere reserve centre providing information on the natural environment.)
- Expand the range of tourist facilities according to need and in such a way that it does not conflict with the guidelines contained in the Stellenbosch Conservation Strategy.

It is in this stage where the types of strategies are decided upon to realise the identified goals. A certain degree of flexibility is necessary in this phase. There is a plethora of strategies in the legislative and policy context to be made use of (see appendix), and to implement every one would not only be a massive and very time consuming task, but also in some cases,

unnecessary. Because everyone agrees on what is of importance in the beginning of the process, and then again at each stage, only the projects that are seen as 'necessary' are considered.

Paarl and Stellenbosch Transitional Representative Council: Strategies took four main forms. It should be kept in mind that all these kinds of strategies cover a vast array of issues and appear in all sectors. Firstly, they involved investigation into some aspect in the area. Investigations covered the need, urgency, standard, impact or feasibility, finances, new or alternative methods of doing something, locations for facilities, or progress.

Secondly, strategies involved the implementation of something in the area. This could involve conservation, education programmes, the creation of opportunities, the implementation of new projects or programmes, marketing, the facilitation of access, the application or enforcement of regulations, principles (e.g. Agenda 21 or the biosphere reserve zoning principles), procedures (e.g. environmental impact assessments), or legislation, measures to attain a certain standard of living, facilities, establishment of community organisations, alternatives to existing systems, or the support of existing initiatives.

Many of the strategies entailed some kind of improvement. The strategies comprise of improvements in existing infrastructure, enforcement of regulations or legislature, maintenance, safety, discussions to provide solutions, standards or quality, the rate at which land is identified for projects, the delivery of services and facilities, the current uses of land, diversification (of economies), the understanding of legislation (e.g. labour law in rural areas), labour relations, human relations, aesthetics, entrepreneurial skills, the redistribution of benefits, existing methods or systems, and the involvement of certain groups into processes or discussions.

The encouragement of certain activities or behaviours, or the encouragement of the establishment of certain facilities, usually with either development or conservation as the focus point, were an interesting and often innovative angle for a strategy, after all, it is very often people's behaviour that causes problems. This challenge to people's mindsets about certain issues could prove to be a very valuable component of an integrated development plan.

It is important to remember though in this regard, that it is primarily the direction which the public decide to take, not only the authority's idea on what should be done. After all, it is the principles decided upon in the beginning of the process that should guide the direction of development. Examples of activities that were encouraged were recycling, water saving, communication between employers and employees (especially in the farming environment), and the use of sustainable modes of transport. Education, creating awareness, and the use of incentives were some of the strategies employed to do this. Push and pull principles were employed to bring about changes in behaviour. Push factors refer to discouraging the behaviour, while pull factors obviously refer to the encouragement of certain behaviours.

Finally, the drawing up of a plan to meet a certain goal was another type of strategy used, particularly where legislation requires it such as the transport sector, where integrated transport plans are required.

6.5.2 Weaknesses

The strategies are taken directly from the development objectives. This makes for well founded strategies but does not take into account any of the financial implications of projects that will come out of this stage in the process, which could lead to the undesirable situation of unfundable projects.

6.5.3 Strengths

The list of types of strategies is still not complete. This is because new strategies should keep coming out of the process. That in itself is an encouraging sign as it shows that the planning system can allow for a wide range of solutions. The evolution and subsequent refinement of the process should bring about improvements in the future.

6.6 PROJECTS

6.6.1 Characteristics

Not many authorities had reached this stage at the time of the study project. The Winelands Representative Transitional Council (including Paarl and Stellenbosch Representative

Transitional Councils) is one of the few that had made it to this implementation-planning phase of the integrated development planning process.

Paarl and Stellenbosch Representative Transitional Council: In the introduction of the documents containing the proposed projects, it was emphasised that it was practically impossible to make funds available for the implementation of all identified projects within a single financial year. It went on to say that the majority of the projects would however have to be carried over to the consecutive financial year (Martin & Venter, 2000: 102).

Certain projects did not fall directly within the ambit of the Winelands District Council. These projects were nevertheless contained in the integrated development plan, with a reference to the responsible institution. It was the local authority's responsibility to refer these projects to the respective institution.

The responsible institution in the majority of the projects was the Winelands District Council, or as in the case of the tourism sector projects, Winelands District Council Tourism. Line departments were also regularly cited as the responsible institutions. Integration was achieved through getting a wide range of institutions to participate in projects. The institutions responsible for the implementation of projects were generally line departments and the Winelands District Council. The departments involved were Health, Education, Water Affairs and Forestry, Agriculture, Housing, Trade and Industry, Environmental Affairs and Tourism, Labour, Land Affairs, Welfare and Population Development, and Sport and Recreation. This gives an indication of the wide range of sectors that are getting attention from a development point of view simultaneously.

6.6.2 Weaknesses

It should be remembered that many projects will take considerable planning effort and years to complete. An example would be a housing scheme in the Stellenbosch area. A hamlet concept (groups of small farm houses grouped together in the rural areas) is to be developed in the region. This has to first be designed, then get public and district council approval, as well as a budget allocation. Only then can implementation begin. Disillusionment could be a large detractor from the enthusiasm that this process is capable of creating.

6.6.3 Strengths

As can be seen from the one example in Table 6.1, many role-players can be brought into development in the region. Also, because strategies and therefore projects and role-players are grouped together, it is possible to get to the 'bottom' of the issue at hand. Sectors are integrated through this as well. Integration between the various geographical areas in this phase was not as conspicuous as in the other stages, as this kind of integration has already been dealt with in previous stages. This is mainly because this phase is only really concerned with the operational planning aspects. In this phase the projects were, however, after initially being formulated for the whole region, identified in the respective sub-regions, as many of the projects were area specific.

From the list of parties involved in projects (non governmental role players) in Table 6.1 it can be seen that the process doesn't merely formulate a wish list and hand it over to another level of government to be implemented. The people who are supposed to benefit from the process are also being involved in the projects to realise this development, which is crucial to the success and perpetuation of this whole process.

It did sometimes seem as if the proposed projects were merely ideas for projects, and not actual plans that would definitely happen. The question remains then to see what will actually come out of the many good ideas. An encouraging sign was the way in which the process brought the community together and organised communities into action. Smaller projects such as neighbourhood watches started spontaneously after the issue of crime was recognised.

TABLE 6.1: THE PATH OF PROBLEM TO PROJECT

PROBLEM / ISSUE	OBJECTIVE	STRATEGY	PROJECT	RESPONSIBLE INSTITUTION
<ul style="list-style-type: none">▪ Farmers make use of people from beyond the region whilst the local people are unemployed.▪ Negative attitudes of disadvantaged community toward economic development – perception that they will not benefit from it.▪ There is a shortage of opportunities for job creation	Unemployment is erased.	<ul style="list-style-type: none">▪ Focus of developments which create jobs and support small scale developments.▪ Create more facilities for training the community in skills, trades, etc.	<ul style="list-style-type: none">▪ Organise the informal trade sector.▪ Use local labour and knowledge in development projects▪ Establish adult training programs with training in services/skills that are required locally.▪ Encourage the development of small business enterprises.	<ul style="list-style-type: none">▪ Department of Trade and Industry▪ WDC▪ WDC▪ Developers▪ Dept of Environmental Affairs and Tourism▪ WDC▪ WDC▪ Small Business Development Corporation

Source: Martin and Venter, 2000: 77.

WDC is Winelands District Council.

6.7 MONITORING AND REVIEW

Very few municipalities had in fact made progress up till the "monitoring and review" stage in the process at the time of the study project. A study to measure what actual concrete development had come out of the process thus far was therefore impossible. All that this study can show is what type of development has been planned for, and how it was done. This phase will more than likely become part of the initial phases of the process in the future.

6.8 CONCLUSION

An interesting point was the lack of the politicising of the process. The redistributive power that this system puts into operation is unlike anything that has been offered to the public before. It is a sure sign that the process is attempting to promote real development, and not furthering political manoeuvrings. Also, people are more concerned with getting their basic needs met, rather than worrying about politics. This does however present places with socio-economic stresses, such as the case of the gateway to Stellenbosch. An industrial site was proposed along the main road into Stellenbosch. Local black communities wanted it to go ahead as it would provide jobs. Other residents in the town were more concerned about the tourism and general aesthetics of an industrial site. This conflict is not political; it is social, economic and environmental issues that cause conflict now, which the integrated development planning process is going to have to be able to deal with.

The process also has to deal with a very wide range of issues at many levels. The process is going to have to become more flexible in some instances to make it more easily accessible to the complete spectrum of the population, and also to a wide variety of projects and project time scales.

CHAPTER 7

CONCLUSION

South Africa's integrated development planning process has been devised to deal with (and hopefully solve) a wide range of problems and issues. The following are some of the solutions made available by the new system, as well as what has been thus far achieved.

Decision making in planning for development can now take place in a far more democratic manner than ever before in South Africa. This is firstly because of the extensive public participation process that has come about. Much emphasis can be placed on conflict resolution, which, in a country with so much inequality, is very necessary. This is also helped by the basic principles of government policy that are being reflected by the inclusion of a set of shared common universal values (for example, sustainability, developmental government and public participation). In this way all interests are served in an attempt to promote development.

Integrated development planning is aimed at the actual development process, not only physical planning and control, as before. Development can now be planned right alongside the planning of the maintenance and services in the respective area. The process tries to be proactive, not merely attempting to cope with the day to day problems of maintaining services (however some authorities, such as Knysna, are still only coping). The feasibility of projects and programmes is also getting more emphasis. Only projects or programmes that are implementable are considered which is encouraged by the fact that allocation of funds (through the annual budget) is an integral part of the process.

This has all been achieved in a very fluid environment with changes occurring in the structure of local authorities, as well as changes in the quality and type of service delivery. The first cycle of the process has been completed dealing with this relatively smoothly, all in a changing legislative context. In the next cycle of the process the Local Government: Municipal Structures Act, the Municipal Demarcation Act, and the Municipal Systems Bill

will have been passed. This will make for a much more stable and certain context within which local authorities can act.

Even with the best possible system however, without the public's full participation, authentic development can not be possible. Public participation will have to take place on a far greater scale to successfully perpetuate the process.

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APPENDIX

1. Other general legal and policy context

The following are some of the general legal and policy documents which affect integrated development planning.

Local Government: Municipal Demarcation Act (Act 27 of 1998) provides for criteria and procedures for the determination of municipal boundaries.

Local Government: Municipal Structures Act (Act 117 of 1998) provides for the establishment of municipalities in accordance with the requirements relating to categories and types of municipalities. This allows for an appropriate division of functions and powers between categories of municipalities.

Urban Development Strategy (November 1995) envisages the design and implementation of an Urban Strategy to create better performing cities and towns. The Strategy is divided into sections on visions and goals, key considerations, the South African urban reality, and implementing the Strategy.

Agenda 21 is the action plan for the United Nations for sustainable development in the 21st century. South Africa is one of the 172 governments that committed themselves to the pursuit of economic development in ways that would protect the Earth's environment and renewable resources. It deals with actions government and other organisations can take to achieve improved living conditions while at the same time conserving the ecosystem we need to sustain life. Agenda 21 is divided into sections on social and economic factors, conservation and management of resources for development, strengthening the role of major groups, and means of implementation. It includes a mandate to local governments to establish "local" agenda 21's and to use those sustainable development agendas to reshape local programmes and policies.

2. OTHER LEGAL AND POLICY CONTEXTS

2.1 LAND

The White Paper on South African Land Policy (April 1997) translates the government's commitment to social justice and the alleviation of poverty into a set of concrete land reform and land development programmes, legislature and procedures. The White Paper is divided up into sections on land policy, land policy issues, land reform programmes, land development, public land management and administration, and institutional arrangements.

2.2 Population and Housing

The Housing Act (Act 107 of 1997) defines the function of local government in respect to housing development. It provides that every municipality when undertaking the process of integrated development planning, should ensure that inhabitants in the area are adequately housed with healthy living conditions and basic services, goals are set, land is designated, and that land use and development are planned and managed.

The White Paper in Population Policy (March 1998) calls for government to take into consideration the relationships between population, development programmes and the environment when designing, implementing and monitoring development programmes, with sustainable development being the underlying tenet. It is divided up into sections on the approach and guiding principles of the South African government to population policy, information on population and human development, objectives of the policy, and the institutional framework for implementing, monitoring and evaluating the policy.

The Housing White Paper (March 1998) calls for government to contribute towards certainty required by the market by forging partnerships between various tiers of government, private sector and communities to ensure sustained delivery of housing. It covers housing and the economy, the current housing context, proposed national housing policy, and key substantive approaches and interventions.

2.3 Transport

The national Transport Bill (March 1998) contains general principles for transport and its role in land development. It provides that municipalities must prepare integrated transport plans which are to be a component of relevant integrated development plans. The process and factors involved in drawing up an integrated transport plan are described.

The White Paper on National Transport Policy (August 1996) lays out policy goals and objectives which all mainly point to creating a better more efficient and effective transport system that is also sustainable. The White Paper on Western Cape Provincial Transport Policy (May 1997) gives more comprehensive and practical guidance to transport policy. It focuses on the developmental potential of transport. It also points out that comprehensive, integrated planning should occur on three levels, that is, within the transport sector itself, between transport and spatial planning (land use being the main determinant of movement

demand), and between transport and development planning to achieve broader reconstruction and development aims.

2.4 Water and Sanitation

The Water Services Act (Act 108 of 1997) requires every water services authority as part of the process of preparing an integrated development plan, prepare a draft water services development plan for its area. The plan should cover present and future water needs and services, as well as environmental protection measures.

The National Water Act (Act 36 of 1998) pertains to a wide scope of water related issues. The issues of particular importance to integrated development planning are the principles, the water management strategies, and the protection of water resources.

The Draft White paper on National Sanitation Policy (November 1995) addresses the issues of the need for healthy living conditions as well as the constraints on service delivery, especially the economical and environmental ones. It looks at in particular institutional and organisational frameworks, financial and economic approaches, technical issues, and social and educational issues.

2.5 Energy supply

The Electricity Act (Act 41 of 1987) provides for the continued existence of the Electricity Control Regulator and the control of the generation and supply of electricity, but its in the energy White Paper (December 1998) that concerns integrated development planning. Calls for the development of underdeveloped systems and address all elements of the energy sector as practically as possible.

2.6 Pollution and Waste Management

The Draft Paper on Pollution and Waste Management for South Africa (August 1998) sets out the vision, principles, strategic goals, objectives that government will use for integrated pollution and waste management to manage and minimise South Africa's diverse pollution and waste streams in environmentally, socially, politically and economically sustainable manner.

The Paper addresses, amongst other things, principles affecting governance, government's strategic goals and supporting objectives in tackling the main issues surrounding pollution and waste, as well as for measuring the successes of policy implementation.

2.7 Health and Welfare

The Health Act (Act 63 of 1977) provides for measures for the promotion of the health of the inhabitants of South Africa. To this end it defines the duties, powers, and responsibilities of certain authorities which render health services, and provide for the coordination of such health services. There is also a chapter specifically on Local Authorities.

The White Paper for the Transformation of the Health System (April 1997) provides a set of policy objectives and principles upon which the unified national health system of South Africa will be based. It also presents various implementation strategies designed to meet the basic needs of all people, given the limited resources available (based on the tenet that this requires pooling both public and private resources).

The White Paper for Social Welfare (August 197) charts a new path for social welfare in the promotion of national social development. It provides for principles, guidelines, recommendations, proposed policies, and programmes for developmental social welfare. The goal of developmental social welfare is a humane, peaceful, just and caring society which will uphold welfare rights, facilitate the meeting of basic human needs, release people's creative energies, help them achieve their aspirations, build human capacity and self reliance, and participate fully in all spheres of social, economic and political life. The Paper covers the policy framework in the first section, and the second, the delivery system (social security, enhancing social integration).

2.8 Safety and security

The National Crime Prevention Strategy (March 1995), a multi-dimensional approach, amongst other things, provides a means by which government departments could integrate their approaches to problems of crime control and prevention. This can help government address crime in a coordinated and focussed manner. The strategy also tries to inform and stimulate initiatives at local level (the shared understanding and common vision of the integrated development planning process can act as a catalyst in promoting such initiatives) in

order to maximise civil society's participation in mobilising and sustaining crime prevention initiatives.

The White Paper on Safety and Security (September 1998) outlines the objectives such as strategic priorities to deal with crime, the roles and responsibilities of the various role-players. Some of the relevant sections in the Paper are key areas and challenges of intervention in relation to law enforcement, guidelines on institutional reform at the local level, and cost implications of implementation.

2.9 Education

The Education White Paper outlines the new priorities, values and principles for the education and training system in which the Ministry of Education is engaged. The policy initiative towards free and compulsory general education is also discussed.

2.10 Local Economic Development

One of the means that the Growth, Employment and Redistribution Strategy is going to achieve its goals of reconstruction and rebuilding of the economy is that of local economic development. In the immediate term, municipalities will, according to the Strategy, need, for example, to manage the consequences of globalisation, by carrying out restructuring and relocation of industry.

2.11 Environment

The National Environment Management Act (Act 107 of 1998) provides for cooperative environmental governance by establishing principles for decision making on matters affecting the environment, as well as institutions that will promote cooperative governance and procedures for coordinating environmental functions exercised by organs of state. It also provides that municipalities (or any other organ of the state) must consider every environmental implementation and management plan when exercising any function it may have under any law. An important concept that it brings into the legislative realm is that of integrated environmental management (general objectives and implementation).

The White Paper on Environmental Management Policy for South Africa (July 1997) sets out the vision, principles, strategic goals and objectives, and regulatory approaches that government will use for environmental management in South Africa. Amongst other things,

it introduces the concept of the 'environment', the government's approach to governance, setting out the powers and responsibilities of the different spheres and agencies of government, and the government's regulatory approach to environmental management.

2.12 Tourism

The Development and Promotion of Tourism Paper (May 1996) provides a policy framework and guidelines for tourism development. It looks at the potential, opportunities and types of tourism. The Paper has other sections on vision, objectives and principle, lighting the engine of tourism growth, role of key players, and organisational structure.